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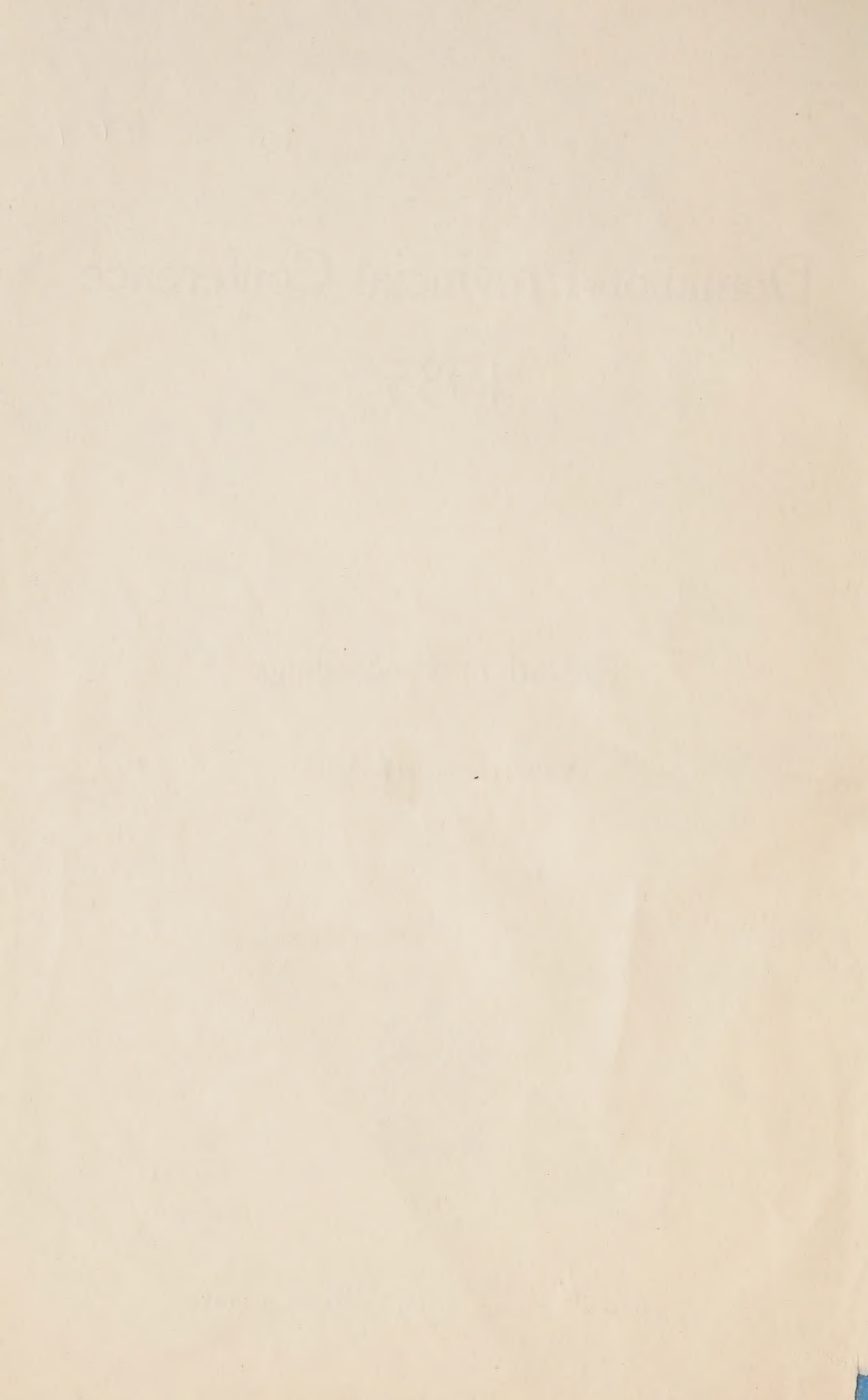
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Conference, 1935

Record of proceedings.

[Conferences]



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# DOMINION-PROVINCIAL CONFERENCE, 1935

## SUMMARY

The Conference was convened in the House of Commons Railway Committee Room, Houses of Parliament, Ottawa, on Monday, the 9th December, 1935, at 10.30 a.m., under the chairmanship of the Prime Minister of Canada. A report of the proceedings of the Opening Plenary Session is set forth in Appendix A1.

2. The names of those who were present at one or more sessions of the Conference are set forth in Appendix B1.

3. The Conference was addressed by the Prime Minister of Canada and the Premiers of Ontario, Quebec, Nova Scotia, New Brunswick, Manitoba, British Columbia, Prince Edward Island, Saskatchewan, and Alberta.

4. The chairman of the Conference presented the proposed Agenda and Program. Upon motion by the Premier of Ontario, seconded by the Premier of Nova Scotia, the Conference approved the proposed Agenda and Program.

The Agenda and Program are set forth in Appendix A1, at pages 22 to 24. It did not become necessary to revise the Agenda, but the Program was extended and completed.

5. The Dominion Conference of Mayors presented a request to be heard. It was decided that it would be impracticable for the Conference as such to hear any outside delegations, but arrangements were made whereby the Prime Minister of Canada and the Premiers of the provinces would receive the mayors at 3 p.m. on the same day.

6. The Conference adjourned at 12.10 p.m.

7. The proposals with regard to agenda and organization (Appendix A1, pages 22 to 24), which were adopted by the Conference, involved the formation of six sub-conferences dealing with the following matters:—

1. Tourist Traffic;
2. Mining Development and Taxation;
3. Agriculture and Marketing;
4. Constitutional Questions;
5. Unemployment and Relief;
6. Financial Questions.

Accordingly, the Conference did not meet in Plenary Session between its adjournment at 12.10 p.m. Monday, the 9th December, and the final Plenary Session on Friday, the 13th December, at 3 p.m.

The intervening period was devoted to meetings of the sub-conferences and sub-committees. The constitution of the sub-conferences and sub-committees is set forth in Appendix B2.

**8. Sub-conference on Tourist Traffic and Transportation.**—The sub-conference held three sessions, the first on Monday, the 9th December, at 2.30 p.m.; the second on Wednesday, the 11th December, at 2.30 p.m.; and the third on Thursday, the 12th December, at 2.30 p.m. Meetings of the sub-committees were held separately, and their reports were received by the sub-conference and incorporated in the Report of the sub-conference.



At the last session, the Report of the sub-conference which is set forth in Appendix A2, at pages 30 to 32, was approved for submission to the Conference.

**9. Sub-conference on Mining Development and Taxation.**—The sub-conference held three sessions, the first on Tuesday, the 10th December, at 2.15 p.m.; the second on Thursday, the 12th December, at 2.30 p.m.; and the third, on Friday, the 13th December, at 9.30 a.m. At the last session, the Report of the sub-conference, which is set forth in Appendix A2, at pages 32 to 33, was approved for submission to the Conference.

**10. Sub-conference on Agriculture and Marketing.**—The sub-conference held three sessions, the first on Tuesday, the 10th December, at 10 a.m.; the second on Wednesday, the 11th December, at 10 a.m.; the third on Thursday, the 12th December, at 2.30 p.m. At the last session the Report of the sub-conference, which is set forth in Appendix A2, at pages 33 to 37, was approved.

**11. Sub-conference on Constitutional Questions.**—The sub-conference held three sessions, the first on Tuesday, the 10th December, at 10 a.m.; the second on Wednesday, the 11th December, at 10 a.m.; the third on Thursday, the 12th December, at 10 a.m. At the last session, the Report of the sub-conference, which is set forth in Appendix A2, at pages 37 to 38, was approved for submission to the Conference.

**12. Sub-conference on Unemployment and Relief.**—The sub-conference held five sessions, the first on Monday, the 9th December, at 2.30 p.m.; the second on Tuesday, the 10th December, at 2.30 p.m.; the third on Wednesday, the 11th December, at 2.30 p.m.; the fourth on Thursday, the 12th December, at 2.30 p.m.; and the fifth on Friday, the 13th December, at 10.30 a.m.

The Report of the sub-committee, established to deal with the registration of the unemployed, was incorporated in the Report of the sub-conference. This report which is set forth in Appendix A1, at pages 38 to 44, was approved at the last session for submission to the Conference.

**13. Sub-conference on Financial Questions.**—The sub-conference held three sessions, the first on Tuesday, the 10th December, at 10 a.m.; the second on Wednesday, the 11th December, at 10 a.m.; the third on Thursday, the 12th December, at 10 a.m.

At the last session a continuing committee, consisting of one delegate from each province and the Minister of Finance, was established, one of the functions of which was to prepare the report of the sub-conference.

The continuing committee met on Friday, the 13th December, at 10 a.m. and settled the form of and approved the Report of the Sub-conference on Financial Questions. This report which is set forth in Appendix A2, at pages 44 to 47, was submitted to the Conference.

**14.** The closing Plenary Session of the Conference was held in the House of Commons Railway Committee Room, on Friday, the 13th December, 1935, at 3 p.m. A report of the proceedings of this session is set forth in Appendix A2.

**15.** The Report of the Sub-conference on Tourist Traffic and Transportation was presented by the chairman, the Hon. C. D. Howe (Appendix A2, pp. 30 to 32).

The Report of the Sub-conference on Mining Development and Taxation was presented by the chairman, the Hon. T. A. Crerar (Appendix A2, pp. 32 to 33).

The Report of the Sub-conference on Agriculture and Marketing was presented by the chairman, the Hon. J. G. Gardiner (Appendix A2, pp. 33 to 37).

The Report of the Sub-conference on Constitutional Questions was presented by the chairman, the Hon. Ernest Lapointe (Appendix A2, pp. 37 to 38).

The Report of the Sub-conference on Unemployment and Relief was presented by the chairman, the Hon. Norman McL. Rogers (Appendix A2, pp. 38 to 44).

The Report of the Sub-conference on Financial Questions was presented to the Conference by the chairman, the Hon. Charles A. Dunning (Appendix A2, pp. 44 to 45).

16. Upon motion of the Attorney-General of Ontario, seconded by the Premier of Quebec, the reports of the sub-conferences were received in their entirety, and it was ordered that they should be presented and distributed and made available to the several Governments for their immediate consideration.

17. The Conference was then addressed by the Attorney-General of Ontario and the Premiers of Quebec, Nova Scotia, New Brunswick, Manitoba, British Columbia, Prince Edward Island, Saskatchewan and Alberta.

A closing statement was made by the chairman of the Conference.

18. The Conference adjourned at 5.45 p.m.



# APPENDIX A1

## PROCEEDINGS OF OPENING PLENARY SESSION

### OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSION

RAILWAY COMMITTEE ROOM,  
HOUSE OF COMMONS,

OTTAWA, December 9, 1935.

The Dominion-Provincial Conference was opened this day at 10.30 a.m., in the Railway Committee Room of the House of Commons.

Right Hon. W. L. Mackenzie King, Prime Minister of Canada, in the Chair.

RIGHT HON. W. L. MACKENZIE KING, PRIME MINISTER: Gentlemen, on behalf of the Government of Canada I extend to you a most cordial welcome to the capital of the Dominion and to this conference. It is the hope and expectation of my colleagues and myself that the visit to Ottawa of the premiers and members of the provincial governments may prove of great and lasting benefit to the people of Canada in the solution of many of our most urgent problems.

May I be permitted to say that I am delighted to see here so many who are personal friends as well as others to whose further acquaintance I have been much looking forward. In planning the arrangements for the week, the official program has not been so crowded as to exclude opportunity for informal conversations upon which, in a gathering of this character, both understanding and goodwill so much depend.

I should like to express the appreciation which my colleagues and I have felt of the readiness of the governments of the provinces to meet the various contingencies which have arisen in the selection of the date of the conference, and of the co-operation which has been extended by all the governments in the work of preparation. It is just over six weeks since our government assumed office. It would not have been possible to have held the conference at an earlier date with the certainty of the complete representation of the provinces which we have to-day. The scope and personnel of the delegations which the provinces have sent is a further matter for which my colleagues and I are grateful. These circumstances are indications of an approach to the work of this gathering which bids well for its success.

This is the eighth Dominion-provincial conference which has been held since Confederation. We assemble at a difficult time in our history. Never before have so many and so intricate problems presented themselves at one and the same time. Unemployment, taxation, social services, constitutional questions, and other of our problems, are all formidable in themselves. Involving, as each of them does, questions of jurisdiction between the Dominion and the provinces, they are all the more baffling and difficult of solution; but upon their solution depends, in large measure, the recovery and happiness of the Canadian people.

I need hardly assure you that the Dominion Government has not called this conference for the purpose of endeavouring to impose a rigid, preconceived program of action. As a government, we have of course proposals which we



shall submit, and have very definitely our own views as to the course which will produce the most desirable and immediate results, but in the broadest sense of the term, this meeting is a conference to which each government is expected to bring its full share of experience, comment and suggestion, and out of which we hope to secure something lasting and valuable; because it is the result of collective discussion and collective decision.

It is too much to hope that our difficulties can be removed at one stroke. It will however, I trust, be possible, even in the time at our immediate disposal, to come to many far-reaching decisions on matters of policy. Given the spirit of unity and concord—which I am sure does exist in abundant measure—many of the immediate obstacles can be cleared out of our way.

Some of our problems bring us to the foundations of Confederation and to the bed rock of fundamental principles. They can be dealt with only in a broad, co-operative effort, between governments of goodwill.

One of the principal assets which Canada enjoys to-day—confronted as she is on every side with difficulties of great magnitude and perplexity—is that there are in office, throughout the Dominion, governments persuaded above all else of the need for right relations between governments as well as between individuals, and of concerted action on the part of those entrusted with authority.

In the structure of our federal state, each of the governments represented here this morning is sovereign within the field of its own jurisdiction. No administration could be more disposed to defend that principle than the one at present in office at Ottawa. Yet we should not lose sight of the fact that governments are only institutions created by men to serve human needs. After all, the citizens of the provinces are the citizens of the Dominion. The individuals whose interests the provinces seek to serve are the same individuals for whom the Dominion is concerned. The problem of Dominion-provincial relations, as it presents itself to this conference, in its simplest form can, I believe, be stated in two propositions: First, to mark the boundary of the field where, having regard to the change in conditions which has come since the British North America Act was enacted, provincial responsibility should begin and federal responsibility should cease, and, that having been done, to leave the field to whichever government may be responsible. Second, where, for various reasons, clear demarcation is not possible, to reach with respect to each problem, a formula for co-operation between the Dominion and the provinces.

It is our hope that we may be able to set up some machinery for the study of the problems on which, in their very nature, no final solution can be reached at the present time. We can confidently expect to reach a satisfactory settlement of the urgent questions which require immediate action. In respect to other questions, for various reasons we cannot attempt to dispose of every aspect of the problems. At the present conference we can examine the basic principles underlying the questions, and provide machinery for their continued study and treatment. In this manner, their final, satisfactory disposition can be ensured at subsequent conferences.

This arrangement of continuity and permanence is necessary, because co-operation between the Dominion and the provinces is too vital a matter to be left entirely for intermittent conferences and to correspondence between governments.

Our secretarial arrangement and our proposed organization are based upon this desire—to have permanence and continuity. Further, in view of the need for proceeding to business immediately, a plan of organization has been prepared and embodied in the agenda. These arrangements are based, in principle, upon those which have been found to be so successful in Imperial Conferences and

other intergovernmental meetings. A confidential record will be prepared, summarizing the present proceedings, and a report will be drafted and submitted to the governments.

The proposed organization and program, designed to facilitate the prompt disposition of the business before the conference, is based upon the establishment of a number of sub-conferences or committees where matters can be freely discussed, and conclusions reached for submission to the conference as a whole.

The subjects included in the agenda which was communicated to you, suggested a division into six sub-conferences under the following headings: (1) Unemployment and relief; (2) Financial questions; (3) Constitutional questions; (4) Agriculture and marketing; (5) Mining development and taxation; (6) Questions relating to tourist traffic and transportation.

Tentative arrangements for making announcements to the press have also been established. It is clear, from the nature of most of the questions on the agenda which has been circulated, that their solution can only be found by the free exchange of views and frank confrontation of the facts in an atmosphere of mutual confidence. In other words, the meetings of the several sub-conferences will be private and the proceeding kept strictly confidential. Each sub-conference, at the close of each session, will be asked by its chairman to approve a brief report of its activities, which will be given to the press by the officer assigned for that purpose. It is hoped that in this way it will be possible to preserve the confidential character of the discussions and at the same time furnish the public with a record of the conclusions reached, as promptly and fully as circumstances permit.

It will, of course, be understood that these arrangements with regard to the secretariat, agenda, organization of sub-conferences and press relations have been made in order to enable us to get down to business at the earliest possible moment, and they will be subject to change by the conference. For the purpose of making any substantial change in reference to the arrangements, I have no doubt you will all agree that the matter could conveniently be dealt with by a meeting of the Premiers of the provinces with myself.

Approaching, as we do, our tasks in the spirit of goodwill and friendly co-operation, I am confident that our deliberations will result in decisions which will hasten the solution of many of our most pressing problems, and that they will inaugurate a new era of harmonious relations between the provinces and the Dominion.

PREMIER MITCHELL F. HEPBURN (Ontario): Right Hon. Mr. Prime Minister and fellow delegates, I wish to assure the conference at the outset that I shall trespass upon its time for but a few minutes. I assure you, Mr. King, that we appreciate the genuine warmth of welcome you have accorded us; and speaking on behalf of the entire delegation, if I may do so, may I express our appreciation of the opportunity of being here to-day, though our presence is tempered more or less by a tinge of regret on the part of many of our delegates at the death of our late lamented friend, the Hon. Mr. Malcolm, a former Minister of Trade and Commerce of Canada.

Those of us assembled here to-day are charged with the responsibility of shaping public policy during the most perplexing period of our economic history, and I would say to the federal authorities that, as the delegation from Ontario, we are imbued with the desire to co-operate to the fullest extent with the Dominion Government; and, let me add, our presence here is not to be construed as a raid on the federal treasury.

We are faced with two important problems, in which our delegation is particularly interested. So far as the question of relief is concerned, I will not go into its ramifications. It is not so much a question of allocating costs as between federal and provincial jurisdiction. The taxpayers of Canada are not very much



concerned as to whether we increase federal taxation and lower provincial taxation or vice versa, but they do expect us to do something in the matter.

There will be brought to the attention of the conference many proposals in which I am particularly interested, and one question of importance is overlapping between provincial and federal services. We are all here representing the Liberal and Reform school of thought, and if we fail in our deliberations we shall have no one to blame but ourselves. And if we do fail, then I will ask Premier Aberhart to let me come to his province.

I am sure that as a result of this conference we shall have a better idea of our national problems, and I trust that we shall be able to carry back a message of goodwill and of cheer to the people of Ontario, and that we shall not only set our own house in order, but prove an example to the whole world.

PREMIER L. A. TASCHEREAU (Quebec): Mr. Prime Minister and gentlemen, I have been told to speak for only five minutes, and I assure you that I want to obey orders.

First of all I wish to thank you, Mr. Prime Minister, for having called this conference at such an early date. It shows that although you have been in office for only a very short time you are already familiar with the big problems that are facing Canada to-day, and that you desire to deal with them and find a solution.

I wish also to thank you for having somewhat delayed the meeting of this conference at my request. We had in the province of Quebec a little family quarrel that we had to adjust, and I am glad to say that it has been adjusted in a satisfactory way.

It would be useless, I believe, for me to say how important this conference is. To some extent I believe that we shall be making history here, especially when we come to deal with the British North America Act. I am sure that everybody shares in the desire that there shall be co-operation among all parties, as the Prime Minister mentioned, and in this respect I think that we shall do better than we did the last time we had such a conference, when we were given a lecture and told to go home. We went home, and that conference went nowhere.

In my judgment there are three big problems facing Canada to-day: amendments to the British North America Act; unemployment; the financial condition of the Dominion and of the provinces.

Take the first question, amendments to the British North America Act. That involves two questions: What should those amendments be? How shall they be made? Those are two most difficult problems, and I hope that they will be approached by this conference in a broad Canadian spirit, without any provincialism or sectionalism, and so far as the province of Quebec is concerned I may say that we are prepared to give the most sympathetic consideration to amendments to the British North America Act, some of which I believe have become necessary to-day. Confederation is pretty old now. It is about my own age, because we were born in the same year, and although I am told that I never amend myself, probably the Canadian Constitution does require some amendments. We have to face to-day problems that did not exist in 1867. I can assure the conference that in this respect it will have our heartiest co-operation.

Then there is the problem of unemployment. That is certainly the great problem of the day. We dealt with that problem in the last conference, but without any practical results. The depression is still with us, unemployment is still with us, and although times are better, we do not find that the problem of unemployment has lessened to any considerable extent. The problem is still facing us in all its serious aspects, and I hope that some solution may be found for it.

The third problem is that of the financial condition of the Dominion and of the provinces, and in this connection I may say that it is absolutely necessary

to find ways and means of getting away from the present duplication and of assisting the provinces by some sort of indirect taxation. We cannot impose indirect taxation, but we must have recourse to that by means which may be more or less legal. I believe the provinces should know exactly where they stand in this matter.

I repeat, Mr. Prime Minister, that so far as my colleagues and myself are concerned we will give our heartiest co-operation to the work of this conference, and, although we wish to retain big or little things that are dear to us, we are prepared to deal with the problems that come before us in the broadest Canadian sense, because before being Quebeckers we are Canadians.

PREMIER ANGUS L. MACDONALD (Nova Scotia): Right Hon. Mr. Prime Minister, honourable ministers and gentlemen, we are glad to be here and we thank you, Mr. Prime Minister, for the very cordial and encouraging words which you have used at the opening of these deliberations.

I was particularly glad, Sir, that the federal Government was approaching this conference with no rigid formula in view, but with an open mind, willing to hear discussion of all points on the agenda, in the hope of arriving at some conclusions of common benefit to us all.

I am also delighted to notice that this conference will not be hurried as some conferences in recent years have been, but that ample time will be given to the presentation of all viewpoints with a view to arriving at reasonable conclusions.

We have no definite statement to make on behalf of the province of Nova Scotia at the moment in respect to the matters on the agenda. We prefer to leave our statement as to those seven points to a later hour, when they will come up for consideration. We content ourselves now, Mr. Prime Minister and gentlemen, by saying again that we are delighted to be here, and we shall co-operate heartily with you and with your ministers and with the representatives of the other provinces in an endeavour to make this conference the success which we all hope it will be.

PREMIER A. A. DYSART (New Brunswick): Mr. Prime Minister, honourable ministers, and fellow delegates from the other provinces, speaking on behalf of the province of New Brunswick, I wish at the outset to express our deepest appreciation of the splendid effort which has been made by Right Hon. Mr. Mackenzie King in calling this conference at this particular time. We are deeply conscious of the responsibility that is resting upon us at the present moment, facing, as we are, problems of the widest magnitude, which are calling for solution. The Confederation pact has been in existence now for a span of sixty-eight years, a pact formed originally among the four provinces of Canada, and since then we have gone along arm in arm, as it were, on this great journey, in spite of handicaps encountered along the way, which have been many and varied, but which have been met with fine courage on the part of Canadian citizenship and have in the main been surmounted. A span of sixty-eight years in the life of a nation is but as one breath in the life of an individual, and in the face of the problems that are still confronting us, we can take courage from the past accomplishments of this great nation, which give rise, I am sure, to the hope of a continuation of such courage as we have shown in the past. Canada, extending from the Atlantic to the Pacific, embraces now, not merely the original four provinces, but nine united provinces constituting within the British Empire its strong right arm. With such a background, gentlemen, we must be conscious of the great responsibility resting upon us which urges us on to implement, as it were, the sentiments expressed by the Prime Minister this morning, and by our veteran colleague, Mr. Taschereau, with a desire to see each other's viewpoint and to face the problems that come up for consideration fairly and frankly and justly, in a spirit of co-operation and goodwill. With that background which I have mentioned, coupled with the attitude of mind of, I believe, every delegate



at this conference, we shall be able to accomplish much toward the solution of the great problems that lie before our respective provinces and before this Dominion.

Interprovincial conferences have been held in the past, and it is a pleasure for me to recall that the first such conference called under the auspices of federal authority was headed by Sir Wilfrid Laurier; and it is a happy augury for the success of this conference that he whom that great Canadian looked upon as his logical successor, the Right Hon. Mackenzie King, has so speedily, only a short time after his election, brought us together in this conference, realizing the great need that exists throughout this country for the solution of our great problems.

We are, as it were, nine independent units within Confederation, yet one for all and all for one, and it would be unfortunate indeed if in our deliberations we should seek to limit the discussion to the imaginary boundary lines that mark our geographical limits.

It seems to me that we ought to approach the great questions that are laid down on this agenda before us in that spirit of broad Canadianism and of co-operation and goodwill that is already so manifest here. When in due course we leave this conference it will be with a full realization that the viewpoints of our respective provinces have been made known, and I believe that we shall be able to show that the great experiment of confederation, made seventy years ago, was not made in vain. I thank you.

PREMIER JOHN BRACKEN (Manitoba): Mr. Prime Minister, members of the federal Cabinet and delegates from the provinces: On behalf of the Government and people of Manitoba, I wish to thank the Prime Minister for inviting us here at this time. The Government of Manitoba looks upon this conference as probably the most important of its kind since Confederation.

We desire at the outset to compliment the Prime Minister upon the recent endorsement of his program by the electorate, upon his choice of a Cabinet of outstanding strength, and more particularly upon the rapid progress that his Government has made in initiating its trade expansion policy.

To the members of the federal Government and the representatives of the provinces, I wish to say that Manitoba has come here prepared to join with the Dominion and the other provinces, in a sincere effort to do, among others, three things.

1. To face and deal with the realities of the nation's position with respect to unemployment and relief.

2. To realign the present sources of public revenue, on the basis of the relative responsibilities allotted to the three jurisdictions of our federal system.

3. To help make our Constitution a means of service to the Canadian people, instead of, as it is now, a straight-jacket restricting the healthy development of the Dominion.

The two major problems we face in Manitoba to-day are the depressed state of our primary industries and the dual question of unemployment and relief.

Within the last ten years, the value of our agricultural products has been cut in two. Since 1930 the purchasing power of the farmers of the three Prairie Provinces has been reduced by an amount exceeding a thousand million dollars below that of the previous five years. This condition was brought about by poor crops and low prices. The risk of poor crops we can lessen by a carefully co-ordinated program of conservation to combat the recurring periods of drought and related hazards. Low prices, on the other hand, in our judgment can be satisfactorily met only by the nation paying the necessary price to secure an expansion of our export markets.

Unemployment, unfortunately, is found to be removing both opportunity and hope from many of our young people, and is lowering the morale as well as the standard of living of thousands of married men and their families. At the same time the heavy expenditures necessary for financing relief is sapping the economic life-blood of many municipalities.

During the last five years we have seen that food and clothing and shelter were provided for all in need. For these purposes we have spent, in borrowed money, the large sum of \$35,000,000. At the end of that time we now find ourselves with 70,000 persons still on relief, the morale of ten per cent of our population at a low ebb, and an obligation for interest on the relief debt amounting to nearly one and one-half million dollars a year. At the present time it is our best judgment that a sane but not extravagant program of needed works is not only justified, but much to be desired in the public interest.

Our financial problem, in common with that of other provinces, has become difficult. This has come about as a result of two factors, the rapid decline in revenues, following the depression in agriculture, and the rapid increase in expenditures made necessary by the requirements of relief. At the same time, we are paying our way except for relief. A balanced budget on ordinary account has been made possible only by the most rigid economies, on the one hand, and by onerous taxation imposed because of the stern demands of human needs, on the other. In future, neither the province nor the municipalities can continue to carry the same burden of relief costs that they have been required to assume in the past.

It is our considered view that the revenue field allotted to the provinces is too restricted to permit them to continue such services to their people as are vitally necessary to their welfare. Either the Dominion must take over a large part of the social services now regarded as essential, or it must grant to the provinces a larger share of the tax field now occupied by itself. The only other alternatives, eventual default and an even lower standard of living for our people, ought not to be permitted to happen within the boundaries of the Dominion.

The double burden of relief costs and interest charges on our still increasing debt must be met either by such direct and concerted action as will not further injure the credit of the provinces or the Dominion, or it must be met by a reallocation, either of the fields of public revenue or of the relative responsibilities of the two governments for social services.

As to the British North America Act, our position can be briefly stated. It is our judgment that the needs of to-day cannot be met within the limitations of the constitution of sixty-eight years ago. It is recognized that we have no power of amendment within Canada. This country, alone among the British dominions, must go to the Imperial Parliament for the slightest amendment to its Constitution.

The Manitoba Government recognizes the different points of view that exist in different provinces with respect to minority rights. We come prepared to respect those views and to co-operate with all the provinces in finding a satisfactory and harmonious means by which our Constitution can be amended within Canada.

As to the other items on the agenda which has been presented to us, namely, mining development and taxation, duplication of services, and tourist traffic and traffic regulation, time will not permit any reference on this occasion. When these come up for discussion at a later session we shall present such observations and suggestions as from our experience and study have seemed to us wise. There are other items, however, some of which we proposed for the agenda, but which are not specifically included in it, upon which we desire to make representations.



With respect to the references now before the Supreme Court as to the constitutionality of certain statutes passed by the Canadian Parliament last spring, we desire to reiterate our previous request that the Dominion Government should provide independent counsel to present both sides of the cases rather than that the Dominion should take one side and put the provinces in the invidious position of having to take the other side whether or not they wish to do so.

With respect to pensions we desire to urge that in any review of the Dominion program pensions for the blind should be sympathetically considered.

With respect to the Farmers' Creditors Arrangement Act we would urge that if this should be declared *ultra vires*, some legislation with the constitutional defects removed should be passed. On the other hand, if the present legislation is found to be *intra vires*, we would respectfully suggest that in its administration more sympathetic consideration be given to unsecured creditors.

In closing these remarks may I add that it is our hope that this conference will not conclude its sessions with the indecisive results so characteristic of some previous conferences. So far as the Manitoba contingent is concerned, we have come here prepared to give such time as is necessary in order that some measure of finality may be reached on the main questions calling so loudly for solution at this time.

PREMIER T. D. PATTULLO (British Columbia): Mr. Prime Minister and honourable gentlemen, we of British Columbia have pleasure in joining with our colleagues from the other provinces in offering the most hearty felicitations to the Dominion Government. And may I, entirely free from prejudice and partisanship, extend to you, Sir, congratulations upon your recent and most notable victory. I believe, too, that on this occasion we may extend congratulations to that veteran of statecraft who has gone through so many battles and has survived the onslaught of the recent elections. Then we may also extend felicitations to one who is a tyro in political life, namely, the Prime Minister of our good sister province of Alberta.

I was very much interested in the agenda submitted by the Prime Minister, and I think the Dominion Government is to be congratulated on pursuing the course which it purposes to pursue, as I believe the work of the conference will be very much expedited by the organization of committees. I assume that ample opportunity will be given to the conference to review and consider any conclusions which may be arrived at later on. In view of the fact that the committees are to consider the various proposals which will necessarily be brought before them by the delegates from all the provinces, perhaps it would be out of order for me to particularize at this moment.

I should like to take this opportunity to mention one subject—unemployment. According to the press despatches, the Prime Minister has indicated upon frequent occasions that this is one of the most important problems facing the Government. I think it is. We in British Columbia find that this problem is aggravated by our salubrious climate. This is particularly so with regard to the single men. No doubt you have all heard of the situation in British Columbia. The great desideratum is that private industry should absorb our unemployed.

The Dominion Government is to be commended for the speed with which it formulated a treaty with the United States of America. I know that that treaty will be helpful to British Columbia, just as it will prove helpful to all the people of Canada. There is no doubt that the great desire of all of us is that private industry should absorb our unemployed, but it seems very obvious that that is not going to be possible in the immediate future. It is going to take some time to absorb all the unemployed in the province of British Columbia.

We have some 80,000 people on relief. These are not all workers; this number includes wives of workers and members of their families. We have probably twenty to thirty thousand workers on relief, and of that number from twenty to thirty per cent will be always unemployable. The question arises as to how these people can be absorbed into the industrial life of the country. What are we going to do with our unemployed? Are we going to continue our present policy, or are we going to try to find ways and means of solving this problem?

It seems to me that this situation can be explained in a very few words. Ever since Confederation, Canada has been living upon capital. We have spent billions upon our railways, in anticipation of increase in business or increase in population. Millions have been expended by private endeavour. We have spent a billion and a half to two billions upon our railways. We carried on a vigorous immigration policy which brought into Canada 75,000 to 400,000 people each year. We had a great deal larger trade than we have at the present time. Trade, under tariff restrictions, has been cut down one-half. There has been an increase in the number of unemployed, with a comparable cessation in capital expenditures. How are we going to employ our people? If private industry is not able to absorb the present unemployed, then we must either continue the present system in order to keep body and soul together, or we must evolve some other ways and means.

I have a suggestion which I want to leave with the conference. I suggest that we should take action in a sane and sensible fashion to carry out public undertakings of an absolutely essential and desirable character. In the province of British Columbia this would mean the expenditure of some money. Like my friend from the province of Ontario, I may say that British Columbia is not down here now, and never has been, for the purpose of raiding the treasury of the Dominion Government. We are down here to co-operate and we intend to co-operate. We are not raiding the treasury and have not been at any time. When the Dominion Government entered the field of direct taxation in British Columbia and imposed the income tax nobody designated that as a raid on British Columbia. Nevertheless the fact is that the Dominion is getting more out of the income tax than we are, and the consequence is that we are prevented from collecting an amount of revenue which we otherwise might be able to collect.

I am going to stop, because my five minutes are about up, but before I conclude I want to leave one thought with you. If we are going to absorb the unemployed, if we are going to get away from the present system, we must adopt a sane and sensible and fairly generous program of public undertakings. May I say that the British Columbia delegation in a spirit of goodwill, and of give-and-take, will join most heartily in any effort which is made to meet these problems which face the Dominion Government.

PREMIER W. M. LEA (Prince Edward Island): Mr. Prime Minister and honourable representatives of the other provinces of Canada: may I first compliment you, Sir, on the early calling of this conference, which we all expected would be convened shortly after your election. May I also compliment you upon the successful manner in which you have dealt with the reciprocity treaty with the United States. We believe that this treaty will be of considerable benefit to the Maritime Provinces, and Prince Edward Island in particular.

Speaking as the seventh representative this morning, I can only heartily support the sentiments which have been expressed. Some of us may think, and it is frequently represented to me by men who call at my office, that we in Prince Edward Island have special grievances. On an occasion such as this we might endeavour to point out, as in our opinion we could do successfully, that we have frequently been discriminated against. There is hardly a regu-



lation or a statute passed which is not discriminatory against some person. The millennium will be reached when society can be regulated without anyone being injured. In what is now known as the Confederation Chamber in the Province Building in Prince Edward Island there is a tablet to commemorate the first meeting of the Fathers of Confederation. There are engraved upon that tablet—I do not think it is a biblical quotation—these words:

Providence being their guide,  
They builded better than they knew.

Wide as they were, they were not able to foresee what might take place with regard to the little province of Prince Edward Island.

Previous to this we traded with the east. The province of Nova Scotia supplied our industrial needs, while they in turn took the agricultural products of Prince Edward Island. Partly as a result of Confederation, but largely because of the evolution of business, the industries that formerly supplied our needs were moved to the central provinces and the long railway haul has prevented our sending the products of our farms to exchange for the goods we need. In every instance we must peddle our commodities in the West Indies, in Newfoundland and in Great Britain. In nearly every case we must send real money to the central provinces of Canada. One of the reasons they are so much more wealthy than we are; one of the reasons why we think we should be given certain things, is the \$8,000,000 or \$9,000,000 of unfavourable trade balance against us. When we look at the contributions and loans made to the other provinces we see that on a per capita basis we have got only small change. Certainly we have never come to the Dominion looking for any great relief.

I have been listening this morning to the suggestions made by other premiers. One suggestion is that there should be consideration and possibly correction of the overlapping which occurs in agricultural administration in the Dominion and the provinces. Ever since I entered political life I have heard it said that we should endeavour to cut out the overlapping of services as between the Dominion and the provinces. We all think that that should be done, and I trust that during this conference some considerable time will be given to this matter.

It is not my intention to delay the conference any longer at this time. We all greatly appreciate the opportunity of getting together. We believe that we have a mandate from the people. The people have elected Liberals all over Canada. For my part, thirty of my supporters having been elected, and not one member of the opposition, I feel that I am here popularly representing the electors of Prince Edward Island.

PREMIER W. J. PATTERSON (Saskatchewan): Mr. Prime Minister, may I first express our thanks for the very cordial welcome which you have extended to us this morning and also for the assurance that this conference has been called without any definite policies being adopted in advance, but for the purpose of accurate consideration and deliberation with respect to the many problems that face us at the present time.

In the first place, we wish to commend the Government for its prompt action in convening this conference at the earliest possible date after the taking over of the administration of Canada.

The Government of Saskatchewan realizes that some of the greatest problems which have ever faced the Parliament of Canada and the legislatures of the provinces demand immediate attention and immediate solution. It feels that the main essential for the solution of these problems lies in an energetic application of our minds to them, and that there is no problem confronting the Canadian people which cannot be solved if prompt and energetic action is taken.

The Government of the Province of Saskatchewan is of the opinion that, in so far as that province is concerned, the most urgent matter for consideration at this conference is the question of relief of distress and unemployment.

It is the desire of the Government of Saskatchewan to co-operate in every possible way with the federal Government in the working out of plans to deal with this problem.

The Government of Saskatchewan, as a means towards the end referred to, would recommend the undertaking of a reasonable public works program with the object of providing employment for as many people as possible who could be taken care of under such a program.

The relief problem in Saskatchewan is very different from that problem in other parts of Canada.

Relief has been necessary in all parts of Canada as a result of general economic conditions, and this condition has naturally affected Saskatchewan in the same manner as it has affected other sections of the Dominion.

In addition to the common problem of relief caused by general economic conditions, the province of Saskatchewan, which is predominantly an agricultural province, has been devastated by a period of adverse climatic conditions.

In the year 1929 a period of drought set in, affecting a large part of the southern half of the province, which is the largest wheat producing section of the province. In each and every consecutive year thereafter the same condition prevailed until the growing season of 1935, when the first crop which this part of Saskatchewan had had since 1929 was largely destroyed by rust, and there has been an almost total lack of production in approximately one-half of the province from the year 1929 to the end of the current year.

This has affected approximately 50,000 families, or, roughly, one-quarter of the entire population of the province.

No one who has not had an opportunity of visiting this area can have the slightest conception of the conditions through which these people have lived. They have suffered every scourge known to agriculture—drought, drifting soil, dust storms, plagues of grasshoppers, rust, etc. From present indications it would appear that this cycle has been broken, and we are absolutely satisfied that this area, which is ordinarily the largest and most productive agricultural area of Canada, will again in the immediate future resume production.

This condition has, of course, resulted in heavy demands upon the treasury of the province of Saskatchewan and upon the treasury of the Dominion of Canada.

In aid of the agricultural interests of Western Canada the Government of Canada has during the last few years been engaged in fixing the price of wheat on the Winnipeg market, and it would appear that the treasury of Canada, as a result of these operations, may bear a substantial loss. It must be borne in mind, however, that if the Saskatchewan drought area had been producing wheat on a normal basis from 1929 down to the end of the current year the loss which may fall upon the treasury of Canada as a result of these operations would be much greater, and, therefore, while the demand upon the treasury for relief, assistance, etc. has been heavy, yet it has been cheaper for Canada than if this section of the province had been producing.

However, as I have already stated, Saskatchewan has two major relief problems,—

- (a) The ordinary relief situation arising out of general economic conditions, and
- (b) The special problem of agricultural relief and rehabilitation.

The first problem is one of unemployment.

In the case of those affected by the second problem, these people have been employed throughout the whole period from 1929 to date, and their problem is lack of production, owing to the climatic conditions above referred to and not to unemployment.

The first of these problems, namely the one of unemployment, is largely confined to the urban centres of the province. Those urban centres which are within the drought area have been most adversely affected by the loss of business consequent upon crop failures and the movement of population from the drought areas into these urban centres. The problem therefore, in those centres within the drought area, is that much greater than in those centres not in the drought area.

The second problem has divided itself into two parts, namely, the relief of distress in southern Saskatchewan, and the relief of distress in northern Saskatchewan. The drought in southern Saskatchewan has caused approximately 8,000 families to move away from that area and to take up residence in the timber area of northern Saskatchewan, which constitutes the fringe of northern settlement. These people moved up to the north from the south with little or no stock or equipment and without any capital. They have no means of bringing this timber land under cultivation and they therefore present a permanent relief problem. Unless they can be put on a self-sustaining basis they constitute a problem which will become increasingly difficult to handle.

With respect to the drought areas in the southern part of the province, and the people living therein, the question is one of maintaining these people until they can produce, and one also of re-establishing them.

The magnitude of the problem which Saskatchewan has had to face is evidenced by the fact that approximately \$105,000,000 has been spent since 1929 for the relief of distress, providing seed and assisting seeding operations. This amount has been spent by the governments, federal, provincial and municipal.

It is estimated that of this amount less than \$20,000,000 has been spent in urban centres in the relief of unemployment and that approximately \$85,000,000 has been spent in the rural sections in consequence of drought conditions.

Of the \$20,000,000 spent in urban centres, a considerable proportion has been spent because of the effect of the drought on these urban centres. If Saskatchewan had been producing normal crops these last six years—largely regardless of the price which might have been obtained therefor—we are of the opinion that relief of distress as a result of unemployment could have been handled in Saskatchewan with very little financial assistance from outside the province. The figures indicate that these conditions in Saskatchewan have reached proportions of a national calamity or a national catastrophe, far beyond the capacity of any one province to handle. This fact was recognized and acknowledged by the last federal administration.

The municipalities of Saskatchewan are in a serious plight financially. They are obliged to raise their taxes from levies upon real estate. This system of taxation was not devised for, and never anticipated, the imposition of taxes for vast sums paid in the relief of unemployment. They are no longer able to carry on, and unless the burden of financing unemployment relief is entirely or largely removed from them they face in the immediate future inevitable default.

I cannot close this reference without taking this opportunity of thanking the governments of Canada, both past and present, for the assistance rendered to the province of Saskatchewan during these trying years; and particularly do I wish to thank the people of the other parts of Canada who, in sympathy with the people of our province, have been most generous in voluntarily supply-



ing food and clothing for the relief of those in need in Saskatchewan. This has been more than appreciated and on behalf of Saskatchewan I wish sincerely to thank the people in other parts of Canada for their extreme generosity.

We are pleased to note that the following subjects will also be discussed at this conference:—

1. A method of procedure for amendment of the Constitution within Canada.
2. A reallocation of powers of legislation as between the provinces and the federal Government.
3. A revision of powers of taxation.

I might say, Mr. Prime Minister, that we are prepared to make our submission with reference to these various topics in the sub-conferences that are to be held, and I can assure you, sir, that we approach them with the point of view of entirely endeavouring to do what will be best for the people of Canada. A discussion of these questions will, of course, open up many others relevant thereto, but these can be more properly and more fully gone into at the meetings of the sub-conferences which are being arranged.

PREMIER WILLIAM ABERHART (Alberta): Right honourable Sir, honourable members of the Government, fellow premiers, and statesmen in general: Before I address myself to the matters before us this morning, I should like to thank you, Sir, for the splendid address of welcome you have given us and for the excellent arrangements you have made for our convenience and comfort. I want to assure you that we are being made very happy indeed, and that you are fostering the spirit that will help us very greatly in our conference.

I have listened with a great deal of interest to what my fellow premiers have said, and I heartily concur in most of it and am sure we shall get along together when we get down to business. I am rather pleased to note that Premier Hepburn is thinking of coming to Alberta. I feel sure that, since one visit has produced that effect upon him, when he comes again he will be very happy indeed to stay.

I wish also to join with Premier Taschereau in his admiration of your bold stand in calling this conference so early and facing the difficulties that are before the Canadian people. I hope, honourable sir, that you and your Government will go down in history as a Government brave enough to face those difficulties in a fearless manner. I feel very happy indeed to note your position in this regard.

Now, I dare not allow myself to begin to speak of the problems of Alberta; not that we have more problems than other people have—though sometimes the young girl has more problems than the old woman.

I have two reasons for hesitating to enter too fully into the discussion of our problems; the first is that the time is too limited, and I see by your splendid agenda that you will cover all our problems as we go along; and the second reason is that I received a strange admonition when I came east. I do not blame Premier Taschereau for this; I think it must have been the Canadian National Railway. However, as we came out of the station in Montreal, we saw a large sign which read: "Do not talk to anybody, even though you know his language."

I have noted just two other things here that I should like to say, and then I will not keep you longer. We of Alberta are here to help in any way we can to make this conference of historical importance. I believe we are at the turning of the way, and I believe that history will record what is done by this conference. We of Alberta are here ready and willing to co-operate in any way we can to make it what it should be. Furthermore, I should like to say that if it is found that the problems of the western provinces are somewhat peculiar and different from those of the other provinces, we are willing to co-operate and

to combine with the other provinces in the best interests of each and all. We are ready to do anything that needs to be done towards solving the severe problems with which each one of us is faced.

Speaking of our own situation, may I suggest that we are convinced the time has come when we must balance our budget. It has been our desire and our determination to so administer our affairs that we shall not have to come to the Dominion for money, but shall be able to handle our own problems and balance our budget. I think there may be need of public works, but we are very desirous of encouraging individual effort, to help our people stand on their own feet, to pay for what they need and what they desire, and to go ahead on that basis.

Now, I do not know that I have expressed clearly to you the spirit in which we come from Alberta, but may I again ask you to understand that we are here in a co-operative spirit to do anything and everything we can to cause this conference to reach the place I feel sure it is going to reach. Thank you, sir.

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RIGHT HON. W. L. MACKENZIE KING (Prime Minister of Canada): Gentlemen, may I, on behalf of my colleagues and myself, express to the premiers of the several provinces our warm appreciation of their generous words of congratulation and commendation. I know that I express their mind, as I do my own, when I say I hope congratulations and commendations may be merited when we have finished our discussions at the end of the week. After listening to what has been said by those present, I feel sure we are all actuated by the one motive, and deeply conscious of the one obligation. It is that this conference shall resolve itself into an effort to discover not what one government may do for another, whether it be the Dominion for the province, or the province for the Dominion, but rather what we as Governments can do for the people of Canada and in the interests of Canada as a whole.

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The first business following the formal addresses to which we have just had the privilege of listening, is the adoption of the agenda. For the purposes of the record I had better read over the agenda; but before doing so may I repeat what I said in my few remarks at the outset—that in its preparation the Government has endeavoured to bring together the different subjects that have been suggested by the provinces and the many subjects that we ourselves as members have had in mind. As far as possible these have been classified in a manner which will serve so to co-ordinate discussion as to make it most effective.

There is nothing rigid about the agenda, and I hope that, if members present have any desire to criticize, or to make suggestions with regard to any phases of it, they will not hesitate to do so. I believe, however, it will be found that those who have had the work in hand have anticipated the questions which will naturally arise and have endeavoured so to frame the agenda as to avoid omitting any essential matter, while at the same time leaving room for the addition of other subjects, should they come up for discussion during the course of the conference.

The agenda will be found in a document which, up to the present, has been marked "secret," dated Ottawa, November 25, 1935. The several governments are already familiar with it, but possibly it will be thought desirable to have a formal motion of approval. I had better run through the agenda in order to familiarize all present with its contents. If the agenda meets with approval, then a formal motion might be made for its adoption, with the understanding that there is no desire to exercise rigidity in any phase of it.

Mr. PATTULLO: I see nothing in the agenda providing for a reference back to the conference of any conclusions arrived at by the sub-conferences. I think it is important that any conclusions arrived at be referred back, and there should be provision to that end.

Mr. MACKENZIE KING: If I may run through it first, these questions might be brought up before the formal motion for adoption is put. The agenda as communicated to the provinces, includes the following:—

- (1) Questions relating to the procedure that should be followed in amending the British North America Act;
- (2) Questions relating to the financial relations between the Dominion and provinces, and to taxation;
- (3) Questions relating to unemployment and relief;
- (4) Questions relating to responsibility for, and co-ordination of social services;
- (5) Questions relating to mining development and taxation;
- (6) Questions relating to agriculture and marketing;
- (7) Questions relating to tourist traffic development.

### ORGANIZATION

The agenda was subject to further consideration by Council, on the 22nd November, and it was decided that the subject-matter should be amplified and particularized. It was thought that it could conveniently be dealt with by providing for the distribution of the business of the conference among six sub-conferences.

The organization of the sub-conferences and the distribution of business was to be as follows:—

#### MINING DEVELOPMENT AND TAXATION

*Chairman:*

The Hon. T. A. Crcrar, Minister of Mines.

*Present:*

The Minister of Finance;

The Minister of National Revenue;

Ministers of Mines and Finance of the Provinces; and any technical experts deemed advisable.

*Discussion:*

- (I) Uniform tax in each of the provinces;
- (II) Dominion mining tax;
- (III) Depletion allowances in Dominion and provinces;
- (IV) Possibility of fixed rate of taxation for five years;
- (V) Collection of mining taxes;
- (VI) Reduction of duties upon implements and machinery used in mineral production;
- (VII) Legislation respecting promotions.

#### UNEMPLOYMENT AND RELIEF

*Chairman:*

The Hon. Norman McL. Rogers, Minister of Labour.  
The Minister of Finance.



*Present:*

The Minister of National Defence;  
The Ministers of Labour of all the provinces; together with technical experts.

*Discussion:*

- (I) General unemployment situation;
- (II) Question of relief camps;
- (III) Question of provincial and municipal responsibility;
- (IV) Division of responsibility for social services;
- (V) Future policy.

## CONSTITUTIONAL QUESTIONS

*Chairman:*

The Hon. Ernest Lapointe, Minister of Justice.

*Present:*

The Attorneys-General of the provinces; and any other federal or provincial ministers and any technical experts deemed advisable.

*Discussion:*

- (I) Revision of British North America Act;
- (II) Agreement on future action with reference to social legislation.

## AGRICULTURE AND MARKETING

*Chairman:*

The Hon. J. G. Gardiner, Minister of Agriculture.

*Present:*

The Hon. W. D. Euler, Minister of Trade and Commerce;  
Provincial Ministers of Agriculture; and technical experts.

*Discussion:*

- (I) Duplication of administration affecting agriculture;
- (II) General agricultural problem;
- (III) Possibility of developing marketing operations in the provinces.

## FINANCIAL QUESTIONS

*Chairman:*

The Hon. C. A. Dunning, Minister of Finance.

*Present:*

The Hon. J. L. Ilsley, Minister of National Revenue;  
The Ministers of Finance of all provinces; and any other federal or provincial ministers and any technical experts deemed advisable.

*Discussion:*

- (I) Refunding;
- (II) National Finance Council;
- (III) Duplication in taxation;
- (IV) Interest rates;
- (V) Interprovincial and federal co-operation.

## TOURIST TRAFFIC

*Chairman:*

The Hon. C. D. Howe, Minister of Railways and Canals.

*Present:*

The Provincial Ministers of Lands and Resources; together with technical experts.

*Discussion:*

- (I) National parks;
- (II) National highways and regulation of traffic;
- (III) Co-operation for tourist traffic development.

As will be seen, this is a comprehensive program. I am quite sure it does not include all the subjects which some of the members present may deem it desirable to have taken up, but I think it does include the general wish of the provinces. As I have said, we can add to the agenda in the different committees, or by agreement in the general conference here. However, I am of the opinion that, as members study the agenda they will observe that it has been so worded as to be fairly comprehensive, both as to general subjects and as to the particular topics to be discussed. It is intended as an approach and not as something final.

I should like to say at once that we have, as Secretary of the Conference, Mr. Read of the Department of External Affairs. We are much indebted to him and to the other gentlemen who have been associated with him, members of the public service, for the preliminary work of preparation of this agenda. If, before the formal motion is made for the approval of the agenda, there are any questions to be discussed, or if there are any suggestions which members of the conference would like to put forward, perhaps these should be considered now. In regard to Mr. Pattullo's observation that reference is not specifically made in the agenda to having particular matters referred back to the conference as a whole, I might say that it was deemed that this would be done in the natural course of the proceedings.

We may wish to have other plenary sessions, and the conference will certainly not conclude without one such session. It was thought inadvisable, to fix any definite time for a plenary session until we saw what progress was made in the work of the several sub-conferences. While the sub-committees suggested are set out here and certain ministers are assigned to them, there again it is not to be understood that there is any finality. It is quite probable that the provinces will wish some of their ministers to attend other committees than those to which they have been named, and they must feel free to have them so attend. The purpose is to get down to business as quickly as possible with the work of each committee.

It is also quite clear that after the committees have started several of them will wish to meet together. For example, the moment discussion takes place on unemployment, questions of jurisdiction will come up for consideration, and, unfortunately, also questions of taxation. In that event we have thought that greater headway would be made if the committees concerned were to meet jointly in the first instance before we attempted to deal with the report from any one committee at a plenary conference. That is another reason why nothing was suggested in this broad agenda with respect to a reference back to the general conference of resolutions from the sub-conferences.

Mr. TASCHEREAU: What is the object of keeping the agenda secret? Does not the Prime Minister think that it would be better to give it to the public? There are public bodies who might feel that they would like to have made suggestions, but they will not have had an opportunity of doing so.



Mr. MACKENZIE KING: Possibly the Premier of Quebec has not observed that the document is marked "secret" as of November 25. There are gentlemen of the press present and it is not likely that they will report the agenda as any longer secret. The object in not requesting the press to withdraw was to have it made public.

Mr. TASCHEREAU: It will therefore be published?

Mr. MACKENZIE KING: Certainly.

Mr. PATTULO: No mention is made of any revision of jurisdiction, or with regard to taxation, as between the Dominion and the provinces. I think that is rather important.

Mr. MACKENZIE KING: I think it will be seen that the agenda has been made broad enough to include that subject. The enumeration of topics under general headings is merely for the guidance of the conference, to enable it to get off to a good start.

Mr. HEPBURN: On behalf of the province of Ontario, may I say that the agenda as submitted is quite satisfactory to us, with the understanding that we may enlarge on any subject in which we are interested. As I indicated at the outset, we are anxious to deal with the matter of overlapping as between the federal and provincial services. Some time ago a conference was held, when it was decided to have uniformity in the matter of fiscal years. In Ontario we have implemented the principle which was agreed to at the time of that conference. I move that the agenda as submitted be accepted by the conference.

Mr. TASCHEREAU: Does the Prime Minister think that the farm loan system is covered by this agenda?

Mr. MACKENZIE KING: I should be greatly surprised if there were any way of keeping it out; certainly there was no intention not to include it.

Mr. TASCHEREAU: I hope it will be done away with.

Mr. MACKENZIE KING: It will come up for discussion in connection with agriculture.

Mr. MACDONALD: I second the motion.

Mr. MACKENZIE KING: It has been moved by Mr. Hepburn, seconded by Mr. Macdonald, that the conference approve the agenda in the light of the interpretation I have placed upon it. Does that meet with your approval?

The motion was agreed to.

Mr. BRACKEN: This takes us up to Thursday night. Is it to be assumed that there will not be a meeting of the general conference before that?

Mr. MACKENZIE KING: No. Again it is a question of the best time at which to call a plenary conference, that will depend on the progress made by the committees. When the committees have reached the stage where it appears advisable to have any matter brought before a plenary conference we shall arrange to have one called.

As to the program having been definitely set forth up to Thursday, I may say we have felt that it was inadvisable to be rigid in the matter of time, that it was better to maintain elasticity throughout both as to subjects and time. We hope that the major work of the conference will be completed within the four days, but we are fully expecting that it may be desired to continue the conference a day or two longer, and, so far as my colleagues and I are concerned, we are counting on being here the entire week, to give our undivided time and attention to the work of the conference.

May I say, in this connection, that we feel that this week will afford exceptional opportunities for consideration by ministers of the different govern-

ments of matters of interest to the provinces and to the Dominion which may not be discussed in these committees, but which it may be very desirable to have considered while there is a large representation present from the different provinces. I hope, therefore, that the representatives of the provinces will feel that the federal ministers are expecting to have the privilege of discussing with the premiers and members of the governments of the different provinces many matters that may be of mutual interest. You will, I think, agree that much may be done which will be helpful to the general purpose we have at heart by meeting together informally as well as formally. Having that end in view as a part of the arrangements—it does not appear on the agenda—the government has asked Major Gregg, who is sergeant-at-arms in control of the House of Commons accommodation, if he would kindly allow us to have, for purposes of informal conference, the use of the room which was formerly used by the Speaker of the House of Commons as a reception room, but which when the new House of Commons assembles will become a common room for members of all parties in the Commons. It is the room immediately behind the Speaker's chair, and is No. 216. That room has been fitted up in a way which will permit of it being used informally by members of the conference. If there should be times at which members are not occupied with the work of committees, we should like them to feel free to gather together in room 216.

May I say I have thought it was a good chance to get possession of the Speaker's apartments for a short time, and I have asked Major Gregg to let me have the use of the Speaker's room for myself throughout the week. I am not on any of the committees myself but should like to be near the members of the conference. I shall be in that room in the mornings and afternoons and shall welcome the privilege of discussing informally with those who have come from the different provinces, and also with my own colleagues, questions which come up from the different committees, or any matters on which anyone present may wish to have a conversation.

My colleague Mr. Dunning has just reminded me of a function connected with the informality of our proceedings. That is the gathering this evening at the Country Club. I want to relieve your minds at once by saying that, with the exception of the toast to the King, there will be no speeches. May I also say, having regard to where the dinner is being held, and knowing something of the conditions of the roads to-day, that it would be well for members to allow themselves ample time to get out, and to take the road that runs over what are called the Champlain bridges, rather than the more direct route, which might take them up a hill covered with ice. It is sometimes difficult to get out to the Country Club on an icy night.

There is only one other matter, gentlemen, of which, at the moment, I wish to speak, and that is the arrangements concerning the press. We are anxious, as a government, to adopt the policy of giving the press as much in the way of information as we feel can properly be given, preserving in the way of secrecy only what is essential to permit of the freest discussion of public affairs. The agenda has been arranged so that we shall meet by ourselves in sub-conferences, with the understanding that nothing in the committees is to be disclosed except in a manner agreed upon. I wish, however, to assure the press that as much information as may judiciously be given out will be given to them from the general sub-conferences. Perhaps the members of the press who are present may not mind my saying to them not to expect too much at the beginning, but rather to expect more at the conclusion of the conference. The gentlemen of the press are here this morning and I desire to thank them for their presence; also to let them know it is our intention to meet the request that flash-light photographs should be permitted before the morning session concludes.

I regret that two of our colleagues, Mr. Elliott and Mr. Euler, are not with us to-day. They are representing the Government at the funeral of our late



former colleague, Mr. Malcolm. I promised them that I would express to the conference their regrets at not being able to be with us to-day.

The photograph of members of the conference which was to have been taken to-day will be taken on Wednesday after the morning session. Notice will be given in due time as to where that particular picture will be taken.

I have received a question from one of the members of the press as to whether members of the Press Gallery will have access to room 216 as would be the case when Parliament is in session. That is entirely a matter, gentlemen, for you to decide for yourselves. I may say, however, if the press will not think it discourteous, that the thought had been that room 216 should be a meeting room for members of the Conference only, to permit of discussion of conference matters. I am afraid, were we to make it a public room in the sense of admitting those who most of all represent the public, there might not be the same sense of freedom in the discussion of many matters that otherwise would obtain. Wherever it is possible, we shall, however, certainly welcome the members of the press.

PREMIER L. A. TASCHEREAU (Quebec): If you will allow me, Mr. Prime Minister,—perhaps I was misunderstood in regard to farm loans, and I do not wish to leave any wrong impression. May I say that so far as the Farmers' Creditors Arrangement Act is concerned, it does not work at all in the province of Quebec, and to a great extent it has ruined the credit of our farmers. But so far as the Farm Loan legislation is concerned, we are favourable to farm loans, and so favourable indeed to the Farm Loan legislation that we have been implementing it by provincial legislation and have agreed to pay out of the provincial treasury the interest over and above three per cent.

MR. MACKENZIE KING: I think, Mr. Taschereau, it was clear that what you had in mind were matters affecting the province in an agricultural or financial way. The headings on the agenda are quite broad enough to include those subjects.

I should like to draw attention to two meetings this afternoon, one of the Sub-conferences on Unemployment in room 262, which is the room immediately adjoining this and can be reached through this door or from the main corridor, and a meeting of the Sub-conference on Tourist Traffic in room 268, which is the corresponding room to this on the Commons side.

Perhaps I should mention that His Excellency the Governor General is looking forward to meeting all the members of the conference at Government House to-morrow afternoon at five o'clock. I think His Excellency is expecting the premiers of the different provinces as well on another occasion.

I have just been reminded that there is a delegation—it has been so announced in the press—which is coming to Ottawa, if it is not here already, representative of the mayors of certain of the cities, and that they desire to be heard by the conference. That at once raises the question whether it will further the business of the conference to receive delegations in the course of its meeting, and whether we should admit any delegations. Whatever rule we adopt with respect to any one delegation, we must consider as applicable to all. Perhaps members of the conference may have something to say on that. I should like to hear their views.

PREMIER W. M. LEA (Prince Edward Island): There is no doubt that if a precedent of that kind is established other delegations will demand the same right, and various boards of trade and other bodies would be bringing here all kinds of minor matters that cannot be dealt with by this conference, because we have not the time. I thought it was only matters of interest as between the provinces that were to be considered by the conference.

MR. MACKENZIE KING: I may say, in a word, that as respects our proceedings the Government up to the present has thought it well to follow what has been found to be advisable in the proceedings of other conferences of this character, and in particular in the proceedings of Imperial Conferences, where the Governments of the dominions and the British Government have been in conference. I doubt if we could do better than hold to precedents already established, and as Premier Lea has just said, not introduce other precedents at this time. If that is your view, gentlemen, I would have it so expressed. There may be other ways in which we can hear these gentlemen.

HON. ARTHUR ROEBUCK (Attorney-General, Ontario): Mr. Prime Minister and gentlemen, while the conference itself might not receive delegations, I do think that some arrangement might nevertheless be made for representatives of the conference to hear the representations of the mayors who have come to Ottawa as a delegation. Perhaps members of the Dominion Cabinet and one or more representatives of the various provincial cabinets might meet the mayors so that what they have to tell us may be considered by this conference and yet the time of the conference itself would not be spent in that way.

MR. MACKENZIE KING: May I say, Mr. Roebuck, that what you have just said is almost word for word what I said just now to my colleague Mr. Dunning, namely that, while it might not be desirable to have delegations wait on the conference it might be arranged for some of us to receive the mayors who have come to Ottawa from other cities and hear what they have to say. I should like to express a willingness to be one of the number to receive them, if the conference thinks well of the suggestion just made. If the premiers of the provinces would so agree, I should like to have them meet with myself and one or two of my colleagues to receive this delegation of the mayors. It might help to settle the matter at once were I to ask the premiers of the different provinces if they would be good enough to meet here with me and two or three of my colleagues at three o'clock. If that is convenient, let it be so understood we will arrange accordingly.

The conference adjourned at 12.10 p.m.

## APPENDIX A2

### PROCEEDINGS OF CLOSING PLENARY SESSION

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#### OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSION

RAILWAY COMMITTEE ROOM,

HOUSE OF COMMONS,

OTTAWA, December 13, 1935.

The second plenary session of the Dominion-Provincial Conference was held this day at 3 o'clock p.m. in the Railway Committee Room of the House of Commons.

Right Hon. W. L. Mackenzie King, Prime Minister of Canada, in the Chair.

Right Hon. W. L. MACKENZIE KING (Prime Minister): Gentlemen, we have now before us the reports of the sub-conferences. I believe the last of the sub-conferences concluded its proceedings about one o'clock to-day. It is proposed that we should proceed by presenting the various reports to the conference in their entirety before we begin a discussion of any one report, if that is agreeable to members of the conference generally. I say it is proposed to do that because as yet there is no final decision. In considering the matter it has seemed to members of the federal Government that we should all get a truer picture of the entire problem as it has to be considered alike by the federal and provincial governments, if before we began to discuss individual reports all the reports were before us at one and the same time.

After the several reports have been presented it will be open for the conference to consider whether we should take up each report in detail and act upon it, or whether we should take some step which will enable us to deal with the reports collectively. That is a matter for members of the conference to consider, when we reach that stage. Is it agreeable to you that the procedure should be adopted of having the several reports ready by the chairmen of the committees before we begin to consider individual reports? Carried.

If I may take the liberty of changing the order in which the sub-conferences were appointed and adopt a different order for the presentation of the reports, it will I think assist members in keeping the more important considerations in mind and the relation of one report to the other. I would suggest that we hear first from the chairman of the sub-conference or, as it is sometimes referred to, the Committee on Tourist Traffic and Transportation; next from the Chairman of the Committee on Mining Development and Taxation; then from the Chairman of the Committee on Agriculture and Marketing; then from the Chairman of the Committee on Constitutional Questions; then from the Chairman of the Committee on Unemployment and Relief, and finally from the Chairman of the Committee on Financial Questions. If that is your pleasure, gentlemen, I would ask the Chairman of the Committee on Tourist Traffic and Transportation to present its report to the conference.



## TOURIST TRAFFIC AND TRANSPORTATION

Hon. C. D. HOWE (Chairman of the Committee on Tourist Traffic and Transportation): Mr. Prime Minister and gentlemen, the Committee on Tourist Traffic and Transportation considered the three subjects set out in the agenda and submit their recommendations hereunder:—

## TOURIST TRAFFIC AND NATIONAL PARKS

(1) Whereas the scenic and recreational attractions of Canada form the basis upon which the ever-increasing tourist traffic depends, and

Whereas the preservation and development of such historic, scenic and recreational attractions are vital to the promotional efforts now being made by the different tourist agencies in Canada, both public and private,

Therefore be it resolved that the Dominion, the provinces and the local municipalities or districts should decide upon a definite plan designed,

(a) To carry out a stock-taking of all Canada's tourist attractions, potential and actual;

(b) Evolve a co-operative policy to ensure the preservation of all such resources;

(c) To stimulate public interest in the idea of leaving nothing undone in the matter of making as well as keeping Canada beautiful.

(2) Whereas the tourist industry is of vital interest to Canada,

Therefore, be it resolved that the promotional work already done by the various official tourist bureaus be acknowledged and that these services be continued and augmented, where possible.

And be it further resolved that a permanent committee be set up representing the various official tourist bureaus to maintain contact and to meet at least once a year for the purpose of co-operation and co-ordination of services.

(3) Whereas federal authority has established national parks in several of the provinces; and

Whereas said parks provide recreational centres within the provinces and afford attractions to tourists which are of substantial economic importance; and

Whereas certain provinces have no national parks and, in consideration of the importance of such national parks as a factor in expanding tourist traffic, are consequently deprived of advantages enjoyed by other provinces;

Therefore be it resolved that such provinces as are not now provided with national parks be given the opportunity to have such parks established within their borders to enable them to participate in all the advantages accruing from such development.

(4) Whereas the future of our tourist industry may be jeopardized by the dust nuisance on many highways;

Therefore, be it resolved that it is vital to the best interests of all the provinces that a comprehensive plan be devised and put into execution to achieve a condition of dust-free highways.

## NATIONAL HIGHWAYS

Following a lengthy discussion on the general subject of highways, with a view to further increasing tourist traffic in all parts of the Dominion and as a useful and profitable means of increasing employment, providing revenue-producing public works and stimulating business, it was resolved that contributions of the Dominion Government for highway construction be on the basis of fifty per cent of future provincial expenditures for con-

struction of the Trans-Canada Highway to a standard designated by each province and approved by the Dominion Government, and of such other highways as may be designated by the provincial governments and approved by the Dominion Government as being for the general benefit of the development of Canada.

It was also resolved to make a suitable recommendation to the Dominion Government with a view to the earliest possible elimination of all existing level highway-railway crossings in all parts of the Dominion.

#### REGULATION OF TRAFFIC

It was resolved to submit eleven recommendations which are set out below, and which refer only to vehicles used for the transportation of passengers and freight for hire which are specifically licensed by the provinces for highway transport—taxi and delivery service vehicles not being included.

(1) That the Minister of Transport arrange to collect information regarding rates prescribed or charged by public carriers of freight and passengers in the various provinces and rates charged by the railway companies and communicate such information to the provinces to the end that a fair and equitable basis may be arrived at for the establishing of uniform rates for highway transportation of passengers and freight.

(2) That the principle that carriers of passengers and freight for hire shall be required to carry insurance covering all risks be endorsed.

(3) That operators of vehicles for the transportation of passengers and freight for hire be required to keep accounts of their operations and to submit returns to the provincial authority in such form and at such intervals as may be required.

(4) That legislation be enacted by the provinces limiting the hours of labour of drivers of vehicles used for the transportation of passengers or freight for hire.

(5) That in the interests of public safety a standard of fitness should be required of all vehicles used in the transportation of passengers or freight for hire.

(6) That in the interests of public safety a standard of physical fitness as evidenced by a certificate of a medical practitioner be required of all drivers of vehicles used in the transportation of passengers or freight for hire.

(7) That a licence should only be granted for the operation of vehicles for the transportation of passengers or freight for hire where it can be proved to the satisfaction of the licensing authorities that the service proposed is a public necessity and convenience.

(8) That every province establish a fair standard of wages to be paid to the drivers of vehicles used in the transportation of passengers or freight for hire.

(9) That with a view of securing a uniform act for all provinces covering the operation of vehicles used in the transportation of passengers and freight for hire the Department of Transport secure the legislation and regulations now in existence dealing with such vehicles and submit this information to the various provinces.

(10) That valuable services can be rendered to every province in Canada if a permanent committee consisting of representatives of the provinces be set up with a secretary established in the Department of Transport, whose office would collect and distribute data relative to legislation and regulations in effect or contemplated in various jurisdictions.

(11) That the principle of securing basic uniformity and comparability in the matter of road transport statistics be endorsed by this conference, and that instructions be issued to the Dominion Bureau of Statistics to proceed with the discussion of a detailed plan with the Provincial authorities to the end of meeting what has become both a provincial and national necessity.

## MINING DEVELOPMENT AND TAXATION

Right Hon. Mr. MACKENZIE KING: We will now hear from the Chairman of the Committee on Mining Development and Taxation.

Hon. T. A. CRRER (Chairman of the Committee on Mining Development and Taxation): Mr. Prime Minister, before submitting the formal report of the committee, may I say a few words by way of preface? I promise that these words will be brief. This committee had before it the agenda which was submitted and adopted at the first session of the general conference, and gave consideration to each of the points on that agenda. There was very general recognition of the possibilities in the mining development of this country. It was recalled that forty or forty-five years ago we in Canada were in a condition economically not unlike that at the present time, but we grew out of and moved out of that condition through the development of the Prairie Provinces, with the consequent vast increase in wheat production. The view was expressed that there were possibilities of duplicating that vast development with the development of our mining resources. Sufficient knowledge of a geological character is available to warrant that assumption. I may say that all the deliberations of the sub-committee revolved around that possibility.

We did not consider mining other than metal-mining. This was not through any lack of appreciation on the part of the committee of the importance of coal mining and the other related mining industries; it was only because we thought that in the development of the metal-mining industry there was the greatest possibility for immediate good for Canada. I think I may say that the whole committee was seized with the importance of the possibilities in this development, and while the members were unable to reach unanimity on the points in the agenda, nevertheless I think they did make some very substantial progress. As you will note when I read the formal report, the provision was made for the setting up of a committee to make a further study of some points that are very important. The following is the formal report:—

The committee had under consideration the following subjects on the agenda and begs to report:—

1. **UNIFORM TAX IN EACH OF THE PROVINCES.**—It was agreed that in view of the complexity of taxation and differences of method of application, as between the various provinces and the Dominion, it would be impossible to apply a uniform method.

2. **DOMINION MINING TAX.**—The view was advanced by some of the provinces that the Dominion was taking a disproportionate share of the taxes collected from mines. The proposal was put forward by the Ontario delegation that the Dominion should: (a) Increase the depletion allowance in computing the income tax on gold mines from 33½ per cent to 50 per cent; (b) Pay over to each metal-mining province 50 per cent of the income taxes collected from its metal mines. The Dominion representatives pointed out that the Ontario proposal would involve a considerable loss in revenue to the federal treasury and would have to be considered in relation to other taxation policies. They agreed, however, to bring this matter to the attention of their colleagues for their consideration.



3. DEPLETION ALLOWANCE IN DOMINION AND PROVINCES.—In calculating depletion the Dominion and some of the provinces use different methods. No uniform method could be agreed upon, nor could any decision be reached as to the rates of depletion that could be considered equitable in relation to various classes of metal-mining operations.

4. POSSIBILITY OF FIXED RATE OF TAXATION FOR FIVE YEARS.—The committee was in general agreement that as a means of giving confidence to the mining industry as a whole it was highly desirable that as far as possible a policy of stability in mining taxation be adopted by the various governments.

5. COLLECTION OF MINING TAXES.—The committee was of the unanimous opinion that it was not desirable to alter the present methods of collecting taxes to a system whereby all taxes should be collected by the Dominion authorities.

6. REDUCTION OF DUTIES UPON IMPLEMENTS AND MACHINERY USED IN MINERAL PRODUCTION.—General satisfaction was expressed by representatives of the provinces in regard to reductions of duties on mining machinery accomplished through the reciprocal trade agreement with the United States. It was also agreed by the committee that wherever reasonably possible further reduction should be made in the import duties on machinery and equipment for use by the mining industry.

7. LEGISLATION RESPECTING PROMOTIONS.—The committee had before it a resolution from the Committee on Constitutional Questions respecting a proposed conference to draft a new Companies Act for submission to Parliament and the legislatures of the provinces for the purpose of securing uniform laws dealing with companies throughout Canada. It was unanimously agreed that the committee support this resolution and recommend that the conference above mentioned should give full consideration to the protection of the public in all matters including flotation of mining companies.

May I say that that exhausted the items on the agenda, but an opportunity was afforded for further suggestions and these are included in paragraph number 8, which reads:—

8. OTHER ITEMS.—The representatives of several of the provinces drew attention to the desirability, as a means of aiding mining development, of the Dominion Government extending geological surveys in their particular provinces.

9. In order that action be taken with respect to items 2, 3 and 4 of this report, it was agreed that a committee composed of representatives selected by the Dominion and the provinces of Quebec, Ontario, Manitoba and British Columbia be set up to give further study to these questions as they relate to metal-mining, such committee to be convened by the Federal Minister of Mines.

May I say before I sit down that the limitation of this committee to Quebec, Ontario, Manitoba and British Columbia was due to the fact that it is only in these provinces that metal-mining is carried on to any great extent.

## AGRICULTURE AND MARKETING

Right Hon. Mr. MACKENZIE KING: The Chairman of the Committee on Agriculture and Marketing.

Hon. J. G. GARDINER (Chairman of the Committee on Agriculture and Marketing): The report which is before the conference is composed of the resolutions passed at the committee meetings, but I have in my hand a report enlarging a little upon the resolutions themselves and I should like to read this in order to give something of the surroundings of the discussions and the reasons why certain subjects were not discussed before the committee.

The Committee on Agriculture and Marketing of the Dominion-Provincial Conference held four sittings. The provinces of Ontario, Quebec, New Brunswick and Prince Edward Island were represented by their ministers of Agriculture and others from the departments of Agriculture. The province of British Columbia was represented by the Deputy Minister of Agriculture and the Commissioner of Marketing. The Minister of Agriculture, the Minister of Trade and Commerce and officials from both departments completed the conference.

Manitoba and Alberta were represented during part of the sittings. The absence of the Prairie Provinces from the greater part of the committee meetings rendered it impossible to discuss and form conclusions on agricultural problems which are peculiarly Western, such as combatting rust, soil drifting and drought. It will be necessary to convene a gathering at an early date in Western Canada to have these important questions dealt with.

Questions submitted for discussion were: (1) duplication of administration affecting agriculture; (2) general agricultural problems; (3) the possibility of developing marketing operations in the provinces. The first two sittings of the committee were given to a discussion of duplication of administration affecting agriculture. The method of discussion decided upon and followed was for the heads of branches in the federal department to give outlines of the activities of their branches in the provinces. This was followed by a discussion in each case which brought out suggestions, some of which were incorporated in resolutions at the final sitting and which will be read later.

The finding of the Committee on Duplication of Services was expressed in a resolution moved by the Hon. A. C. Taylor, Minister of Agriculture of New Brunswick and seconded by Hon. A. Godbout, Minister of Agriculture for Quebec, which read as follows:—

*Resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference respectfully recommend that, in view of the continuous successful efforts during the past several years to eliminate duplication, these efforts be continued through direct contact between the Dominion and the provincial authorities concerned. Carried.

The third sitting of the committee was given to the discussion of general agricultural problems and marketing. The general agricultural problems discussed were agricultural education, the compilation, distribution and use of agricultural statistics and bulletins, and farm debts and credits. The opinion was offered that while agricultural education was primarily a provincial activity, it should be more closely allied with research work in agriculture, particularly with the work being done on experimental farms. It was the expressed opinion of all Provincial representatives that the most successful assistance given to educational work by the Federal Government was given through a federal grant administered by the late Dr. James.

On the understanding that it was only a recommendation and in no way binding, the following resolution was moved by the Hon. A. C. Taylor, Minister of Agriculture for New Brunswick, and seconded by the Hon. Duncan Marshall, Minister of Agriculture for Ontario:—

*Resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference respectfully express the opinion that the

most effective assistance which the Dominion Department of Agriculture can render to agricultural education would be by restoring the former grant in aid of agriculture of \$1,000,000 per year for a period of ten years, to be expended by the provincial departments of agriculture, according to agreement with the Dominion department, and under the supervision of an official of the Dominion Department of Agriculture appointed for that purpose. Carried.

The conclusions arising out of the general discussions regarding the compilation, distribution and use of agricultural statistics and of bulletins was embodied in the following resolution, moved by the Hon. Mr. Godbout, Minister of Agriculture for Quebec, and seconded by the Hon. Duncan Marshall, Minister of Agriculture for Ontario:—

*Resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference go on record as stressing the importance of agricultural statistics in any scheme of agricultural development and urging the expansion of the statistical work presently being done to provide greater accuracy, comparability, and comprehensiveness. To this end, we favour the convening of a conference of the provincial officers in charge of agricultural statistics and others interested with the Dominion authorities as soon as possible. Carried.

The question of farm debts and credits aroused considerable discussion. The general opinion expressed was that the greater part of the difficulty with government farm loans came through the larger loans. It was thought advisable that loans should be made in amounts where returns from the land make their repayment possible, where the security is ample and where the need is great. It was emphasized that providing these conditions were satisfied loaning should be done freely.

The following resolution was therefore moved by Hon. Duncan Marshall, Minister of Agriculture for Ontario, and seconded by Hon. Adelard Godbout, Minister of Agriculture for Quebec:—

*Resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference respectfully urge the Dominion Government to continue the making of loans on farm mortgages and that the interest upon such loans as have been made, and may be made in future, be reduced to a rate of 4 per cent per annum.

We would also recommend that only reasonably sized loans be made and that conditions be relaxed enough to make it possible for farmers to avail themselves of these loans when their security is sufficient. Carried.

The discussion of the question of debt adjustment presented some difficulties. It was pointed out that the Farmers' Creditors Arrangement Act is at present before the Supreme Court. This in itself made discussion difficult. It appeared to the committee that the whole constitutional question surrounding civil rights and bankruptcy is involved.

The chairman was asked to report to the main conference some of the difficulties in the way of federal administration of such legislation, because of the differences existing in different parts of Canada in the sources from which secured credits come, and the different relationship existing between secured and unsecured creditors in the different parts of Canada. It is the opinion of some that the federal authority should consider conferring additional powers upon such provincial boards as function, if the matter is left to provincial control. The committee did not feel that the matter could be more definitely dealt with until the issue is clarified through a decision from the Supreme Court.



The third question submitted, dealing with the possibility of developing marketing operations in the provinces, evoked discussions on three different phases of marketing:—

Firstly, the necessity for federal assistance in finding and maintaining markets for products which while localized in their production are nevertheless produced in more than one province;

Secondly, the organization of producers under some act, provincial or federal, which gives these local bodies some control over the production and marketing of their own product;

Thirdly, the general attitude toward marketing of farm products.

The attitude of the committee toward the first, the necessity for federal assisting in finding and maintaining markets for products which while localized in their production are nevertheless produced in more than one province, was dealt with in a resolution relating to potatoes. While this resolution deals with only potatoes, the discussion indicated that the committee would hold the same views regarding fruit, wheat, dairy or any other farm products.

The resolution was moved by Hon. A. C. Taylor, Minister of Agriculture for New Brunswick, and seconded by Hon. Adelard Godbout, Minister of Agriculture for Quebec, and read as follows:—

Whereas the importance of investigation and development of all possible export markets for both seed and table stock potatoes is of the greatest importance to the five eastern provinces of Canada;

And whereas it has been an accepted policy that the investigation and development of markets is a responsibility of the Dominion Government;

*Be it resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference strongly recommend to the Dominion Government that immediate steps be taken to establish the necessary machinery to effectively carry out the purpose of this resolution. Carried.

The second, the organization of producers under some Act, provincial or federal, which gives these local bodies some control over the production and marketing of their own product, brought forth discussion on the Natural Products Marketing Act. The range of discussion was limited by the fact that this Act is before the Supreme Court.

It was moved by Mr. J. A. Grant, Agricultural Marketing Commissioner for British Columbia, and seconded by Hon. Adelard Godbout, Minister of Agriculture for Quebec:—

*Resolved:* That the Committee on Agriculture and Marketing of the Dominion-Provincial Conference respectfully recommend that immediately upon the Supreme Court decision being received with reference to the Natural Products Marketing Act a committee consisting of the Minister of Agriculture for the Dominion and the Ministers of Agriculture for all the provinces should meet to consider the whole marketing problem as affecting Canadian agriculture in each of the provinces and as a whole, particularly in export markets. Carried.

The third, the general attitude toward marketing of farm products, brought forth a declaration from the chairman which met with the approval of the committee.

I may say that approval was expressed by one of the delegates at the time of the meeting, and concurred in.

The declaration was to the effect that the federal Department of Agriculture looks upon the finding, developing and maintaining of markets for farm products both within and outside of Canada as the most important problem facing agriculture which is at the same time a federal responsibility. The min-

ister asked the committee to leave the matter of arranging the details as to how this should be carried out to the two departments concerned, the Department of Trade and Commerce, and the Department of Agriculture. He emphasized the importance of marketing farm products as the basis of any recovery and indicated that it was his intention to place the whole strength of the department behind this endeavour.

He declared that the first effort should be made to find possible markets and enter into them. The second effort should be to give service in those markets by producing and transporting to them what the customer wants, at a price which suits his purse. The third effort should be to expand production of the standard of commodity required to meet the demands which increased service will bring.

The minister stated that while it may be important to organize to maintain prices it is equally important at present to obtain and maintain a place in world markets which will bring dividends immediately the normal condition of international security returns. He indicated that a policy to this end would be carried out.

Rt. Hon. Mr. MACKENZIE KING: Before I ask the Chairman of the Committee on Constitutional Questions to read his report might I suggest to the officers at the door that if any more communications come in they be withheld until after we are through with our proceedings. All our attention is required by the various reports as they are presented.

Next is the report of the Sub-conference on Constitutional Questions.

### CONSTITUTIONAL QUESTIONS

HON. ERNEST LAPOINTE (Chairman of the Sub-conference on Constitutional Questions): The Sub-conference on Constitutional Questions under the chairmanship of Hon. Ernest Lapointe, Minister of Justice, and consisting of all the attorneys-general and certain other ministers of the Dominion and all the provinces and technical advisers, met on the mornings of the 10th, 11th and 12th instant for the purpose of discussing:—

1. Revision of the British North America Act;
2. Agreement on future action with reference to Social legislation.

With respect to the first question, namely, revision of the British North America Act, the Sub-conference had before it the proceedings, evidence and report of the special committee of the House of Commons, 1935, respecting methods by which the British North America Act may be amended, together with memoranda containing additional suggested methods of procedure for such purpose. After a general discussion on the subject it was considered generally by the members of the Sub-conference that the principle which should be adopted as a basis on which such a method of procedure might be worked out should be that Canada, as in the case of all other self-governing dominions, should have the power to amend the Canadian Constitution, provided that a method of procedure therefore satisfactory to the Dominion Parliament and the provincial legislatures be devised and that the details of any such method would require to be worked out by experts before the Sub-conference would be in a position to satisfactorily discuss the same. Accordingly a resolution was passed on a majority vote of nine to one (Mr. McNair, representative of the province of New Brunswick, cast the negative vote for the reason that he was unable to agree to the resolution in its entirety), reading as follows:—

This Conference, in the interests of the Dominion and of the provinces, is of the opinion:—

(a) That amendments to the British North America Act are now and subsequently may be necessary and imperative,

(b) That, as in the case of all the other self-governing Dominions, Canada should have the power to amend the Canadian Constitution provided a method of procedure therefor satisfactory to the Dominion Parliament and the provincial legislatures be devised,

(c) That the Minister of Justice convene at an early date a meeting of appropriate officials of the Dominion and of the provinces to prepare a draft of such method of procedure, to be submitted to a subsequent conference.

(d) That a conference be held at an early date after such draft has been prepared to consider such a method of procedure.

In connection with paragraph (c) of the above resolution, the Minister of Justice intimated that he would convene a meeting of the appropriate officials at the earliest possible date.

As a matter of fact the invitations are being prepared to-day.

With respect to the second question, namely, agreement on future action with reference to social legislation, the Sub-conference considered that, as the matter is now before the Supreme Court of Canada by way of reference, no useful purpose would be served by discussion of this question at the present time.

The Sub-conference also had before them the question of securing the uniformity of Company Laws throughout Canada and in this connection passed a resolution as follows:—

That the Secretary of State convene a committee of appropriate officials of the Dominion and provinces to prepare a draft new Companies Act or amendments to the present Act, to be submitted to Parliament and the legislatures of the provinces for the purpose of securing uniform laws dealing with companies throughout Canada.

All of which is respectfully submitted.

Right Hon. Mr. MACKENZIE KING: The next report is that of the Sub-conference on Unemployment and Relief.

### UNEMPLOYMENT AND RELIEF

Hon. NORMAN McL. ROGERS (Chairman of the Committee on Unemployment and Relief): Your Committee on Unemployment and Relief has made its report as follows:—

1. That meetings were held during the afternoons of Monday, December 9, Tuesday, December 10, Wednesday, December 11, and Thursday, December 12, and during the morning of Friday, December 13.

2. That full discussions took place on, and consideration was given to, the several items on our agenda, viz.,

- (i) General unemployment situation;
- (ii) Question of relief camps;
- (iii) Question of provincial and municipal responsibility;
- (iv) Division of responsibility for social services;
- (v) Future policy.

3. That certain resolutions were adopted, respecting the subject-matter of our terms of reference.

The first resolution is as follows:—

#### TEXT OF RESOLUTION IN RE REGISTRATION OF THE UNEMPLOYED ON RELIEF

That the following sub-committee report be approved:—

1. Your committee appointed to consider the registration of the unemployed on relief, beg leave to submit as follows:—



2. Under existing conditions of relief administration, the problem of securing a comprehensive registration as aforesaid, may be divided into the following parts:—

The registration of those on relief, including and differentiating (i) unemployed persons, (ii) unemployables, and (iii) farm and other relief not due to unemployment.

3. By an "unemployed" person is meant any person 16 years of age and over, physically and mentally capable of work, and available for gainful occupation. By an "unemployable" person is meant any person 16 years of age and over, available for gainful occupation, but physically incapable of gainful employment.

4. For persons in receipt of relief it is recommended that, for as early a date as may be agreed upon as practicable (say January 31, 1936) a registration be made by the provincial governments covering as a minimum for each individual on relief the data set out in Schedules A, A1 and B, hereto attached, Schedules A, and A1 referring to unemployed and unemployable persons on relief (these categories, it will be observed, being differentiated on the schedule), and Schedule B referring to persons in receipt of farm (family) relief arising from causes other than unemployment.

5. The registration recommended in the preceding paragraph shall be carried out through the agencies—provincial, municipal and other—already operating in the administration of relief measures. Immediately on its completion a compilation of the results shall be forwarded to the Department of Labour, Relief Administration Branch, according to a uniform plan to be agreed upon, showing for the categories designated the numbers on relief by sex, age, conjugal condition and occupation.

6. The registration above described shall thereafter be maintained up to date by the provincial authorities, and the compilation mentioned in the preceding paragraph shall be forwarded at monthly intervals during the continuance of present arrangements for relief administration.

7. It may be pointed out that for the comprehensive analysis of data such as is contemplated in the foregoing, the compilation of the individual returns by the punch card method is the most efficient. The Dominion Bureau of Statistics will be glad to assist in the application of this method and undertake the compilation for any province which will forward the necessary punch cards. It is suggested that a hand count would suffice for the monthly returns above mentioned, but that an analysis on a thoroughly comprehensive scale should be made annually, say, for date of December 1.

I suppose that the schedules may be taken as read.

## SCHEDULE A

## PERSONS IN RECEIPT OF UNEMPLOYMENT RELIEF

1. Name of relief recipient in full.....  
Surname Christian Name
2. Address.....  
P.O. Town or City Province
- \* 3. Place of birth.....  
Country Province if born in Canada
4. Length of residence.....  
In Canada if born In province if born In present  
outside Canada outside province municipality
5. Sex..... Age (last birthday).....
6. Conjugal condition Single..... Married..... Widow..... Widower..... Divorced.....

## 7. DEPENDENTS

- | No.  | Name | Sex | Relation to recipient | Age last birthday | At work? (Yes or No) | Living at home? (Yes or No) | In receipt of separate relief (Yes or No) |
|------|------|-----|-----------------------|-------------------|----------------------|-----------------------------|---|
| 1    |      |     |                       |                   |                      |                             |   |
| 2    |      |     |                       |                   |                      |                             |   |
| 3    |      |     |                       |                   |                      |                             |   |
| 4    |      |     |                       |                   |                      |                             |   |
| 5    |      |     |                       |                   |                      |                             |   |
| 6    |      |     |                       |                   |                      |                             |   |
| etc. |      |     |                       |                   |                      |                             |   |
8. Is person able to work at any gainful work?..... At usual job?.....
  9. If not, state reason (such as ill health, old age, etc.).....
  10. If not able to work state usual means of support.....
  11. Relief History:
    - Number of weeks..... on .....  
Direct Relief On Relief Work
    - If on relief work state nature of work (such as road, building, etc.).....
    - Employment History:
      - How many weeks since last employed.....  
(See Instructions)
      - What is your usual occupation?..... In what industry?.....
      - Occupational status (See Instructions).....
      - State approximate number of weeks employed during last twelve months.....  
during last five years.....

## SCHEDULE A1

1. This Schedule should be filled in by all the members of the family of the "recipient" in Schedule A who are 16 years of age and over and are unemployed or unemployable. (Not including wife of head or a person actually at school or otherwise not available for work.)

Name..... Number on Schedule A..... Sex..... Age.....

Has the person ever worked at any gainful employment? (Yes or No).....

If so, give occupation..... In what industry..... Status.....  
 (See instructions below) (See instructions below) (See instructions below)

How many weeks since last employed?.....  
 (See instructions below)

State approximately number of weeks employed in last twelve months.....

During last five years.....

If never employed, has he (she) been trained for any occupation?.....

State occupation .....

Is person now able to work at any gainful work?.....

At what job?..... If not state reason.....

Is person receiving relief over and above that received by "recipient" in Schedule A.....

If so, for how long?.....



## SCHEDULE B

## FARM (FAMILY RELIEF)

Name of relief recipient in full..... Surname..... Christian Name.....  
 Location of farm..... Post Office Address..... Province.....  
 Place of birth..... Country..... Province if born in Canada.....  
 Length of residence..... In Canada if born outside Canada..... In province if born outside province..... In present municipality.....  
 Sex..... Age (last birthday).....  
 Conjugal condition Single..... Married..... Widow..... Widower..... Divorced.....

## DEPENDENTS

No.	Name	Sex	Relation to recipient	Age last birthday	At work? (Yes or No)	Living at home? (Yes or No)	In receipt of separate relief? (Yes or No)
1							
2							
3							
4							
5							
6							
etc.							

Present Condition of Health (Answer Yes or No):

- (a) Totally disabled .....  
 (b) Partially disabled .....  
 (c) Temporarily disabled .....  
 (d) Good Health .....

Type of Farming (grain, mixed, fruit).....

Acreage: Total..... Cleared..... Cultivated.....

Owner or renter.....

Last year when taxes or rent (as case may be) paid.....

Live stock: Horses..... milk cows..... sheep.....

brood sows..... other pigs..... poultry.....

What cash return did your farm produce in 1935?.....

What other revenue, if any, did you receive in 1935?.....

What is cause of your being on relief (if crop failure, please specify drought, hail, frost, rust, grasshoppers or other cause).....

How long have you been on direct relief for the subsistence of yourself and family?.....

Did you receive relief for family subsistence in 1931..... 1932.....

1933..... 1934..... 1935.....

I come next to the resolutions respecting the future policy on unemployment and relief in Canada. They are as follows:—

TEXT OF RESOLUTIONS IN RE FUTURE POLICY ON UNEMPLOYMENT AND RELIEF  
IN CANADA

1. That the Dominion Government restrict its services for individuals and families on relief to making provision in association with the province and the municipality, for unemployable men and women with their dependents. In this connection it should be recognized that the Old Age Pension is in the nature of a superannuation for this group on the basis of age.

2. That all those others on unemployment relief who are incapable of self-supporting labour be considered charges upon the municipality and (or) province.

3. That there be established a Dominion Commission on Employment and Relief with broad functions and powers which would include the following:—

- (a) In co-operation with the provinces and municipalities to carry out as early as possible a Dominion-wide registration and classification of those on relief who are capable of self-supporting work.

I might point out in connection with paragraph (a) of the resolution that it was proposed that the registration should be commenced at as early a date as possible in order that the National Commission on Employment when set up would have available the information obtained in that way. The resolution continues:—

- (b) To determine the general standards, regulations and conditions to be met by any province in order to qualify for participation in Dominion funds.
- (c) To co-ordinate public works programs and employment policies on a long-range basis, and establish a general consistency of action.
- (d) To supervise the distribution of funds voted by the Dominion Parliament (and made available by the Governor in Council) for employment and relief purposes.
- (e) To promote the objects set forth in sections 4 and 5 hereof.

4. That the co-operation of commerce and industry be requisitioned to assist in devising plans under which business enterprises shall make year-round provision for their essential quotas of employees and for the increase of employment. Many industries now recognize that it is unjust and anti-social for business management to produce casualties for public treasuries to take care of, regardless of the wrecking of individual and family life involved.

5. That under government leadership a system shall be devised for the training of youth in habits and techniques of work and industry, and for a thorough and well integrated apprenticeship system.

6. That, in view of the fact that the foregoing program will require considerable time before becoming effective, the Dominion grants to the provinces for relief be substantially increased.

Now I wish to present the resolution respecting the collection of statistics.

It reads as follows:—

TEXT OF RESOLUTION IN RE DOMINION-PROVINCIAL CO-OPERATION IN THE  
COLLECTION OF STATISTICS

That consideration be given to the extent to which there may be more complete co-operation and co-ordination of effort between the federal and

provincial authorities in the collection and publication of statistical information, and what further steps should be taken to secure comprehensive and uniform statistics with regard to social and economic conditions in Canada.

That, Mr. Prime Minister, completes the resolutions adopted by the sub-conference.

Right Hon. Mr. MACKENZIE KING: The next is the report of the Sub-conference on Financial Questions:—

### FINANCIAL QUESTIONS

Hon. CHARLES A. DUNNING (Chairman of the Sub-conference on Financial Questions): Mr. Prime Minister and gentlemen, the Sub-conference on Financial Questions held three sessions devoted to a discussion of the following subjects:—

1. The financial position of the provinces;
2. A National Loan Council;
3. Duplication of taxation and possible reallocation of tax sources as between the Dominion and the provinces.

A detailed examination was made of the financial position of each province and particularly of the extent to which it had been affected by the cost of unemployment relief and the decline in revenues resulting from the business depression. In spite of increased rates of taxation, the imposition of new taxes and substantial economies in the general services of government, no province has been able to balance income and expenditure (including expenditure for relief which has been capitalized). The result of this has been substantial annual increases in the outstanding debt of each province. This increase in debt has made it necessary to divert increasingly large amounts of current revenue to debt service. It was recognized that this process cannot continue indefinitely and that the time had come when aggressive measures have to be taken to bring total expenditures into line with total income.

Representations were made on behalf of the provinces that if expenditures for unemployment relief are to continue on approximately the present scale provincial budgets can be balanced only by (1) the transfer to the province of certain sources of revenue now belonging to or made use of by the Dominion; or (2) the Dominion assuming a larger portion of the cost of unemployment relief, and possibly certain other governmental services; or (3) a reduction in annual interest charges through the refunding of outstanding provincial and municipal debts.

The suggestion was made that the outstanding debts of some or all of the provinces should be refunded under the guarantee of the Dominion. The implications of such a conversion operation were explored and attention was called to the problems created by certain special features of the Canadian debt structure, including the large proportion of our debt which is in bearer form and which is held abroad or is payable optionally in two or three markets.

The nature of the security which the provinces could give, either individually or collectively, to warrant the granting of a Dominion guarantee was also considered.

The operations of the Australian Loan Council were reviewed and consideration was given to the establishment of a somewhat similar Council in Canada to supervise future borrowing operations. The form of organization which such a body should assume in Canada and the powers which should be assigned to it were explored.



A discussion of the evils of duplicate taxation in Canada and of the relative jurisdictions of the Dominion and the provinces in the field of taxation resulted in the detailed consideration of several suggestions:—

1. That the Dominion should abandon the field of income taxation, leaving this field solely to the provinces.

2. That the Dominion should continue to impose a sales tax but should turn over to the provinces all or part of the proceeds of this tax earmarked for unemployment relief.

3. That the Dominion should upon request of any province assume responsibility for the collection of the provincial tax on individual incomes; the Dominion to collect the tax for the provinces on the basis of rates fixed by the provinces and to remit such taxes to the provinces.

4. That a study should be made of the possibility of unified collection by the Dominion of succession duties, the Dominion either to remit the proceeds to the provinces or to retain them as a source of revenue in exchange for either the transfer of other tax sources to the provinces or the assumption of governmental services now performed by the provinces.

Although there was diversity of view on all these matters—I think I should emphasize those words—Although there was diversity of view on all those matters and no agreement was reached respecting the proposals to transfer tax sources from one authority to another, there was general agreement that, where both Dominion and provincial authorities impose the same type of tax, co-operation in the administrative field should be worked out in order to reduce unnecessary cost and inconvenience to the taxpayer and to produce increased revenues to governments. It was also agreed that an attempt should be made through an amendment to the British North America Act to define clearly the right of the provincial authorities to levy particular taxes, and to remove any legal doubts about the validity of certain forms of tax which the provinces desire to make use of.

The sub-conference desires to record that very valuable results were achieved by the free interchange of views in regard to these important problems, and that significant progress was made in discovering the lines along which agreement can ultimately be secured. It will be readily recognized, however, that the diversity and importance of the problems are such that the sub-conference could not expect to reach unanimous decision in the course of three or four days' discussion. It was, therefore, decided that with a view to building on the foundation which has already been laid, a permanent committee should be established, consisting of the Dominion Minister of Finance and the treasurer of each province. It is the intention of this committee to meet again before the opening of the provincial legislatures and the Dominion Parliament and to continue the discussion of these problems with a view to recommending action to "the respective governments after the full implications of the various proposals have been thoroughly explored."

The sub-conference was unanimous in regard to the necessity of reducing governmental costs to the minimum and also recognized that the fundamental solution of the problem of public finance is an increase in the national income, and stressed the necessity of making every effort to shape national economic policies in such a way as to promote the growth of national income from which all governments must draw their revenues.

Right Hon. Mr. MACKENZIE KING: Gentlemen, we now have before us the reports of the sub-conferences and we must adopt with reference to them one of two courses. The first course that may be followed is that each report be taken up individually; and motions made either to receive the report; to

adopt or amend it. The other course is to receive the reports as a whole with the understanding that they are to be printed and made available to the several governments for their consideration at the earliest possible date. Instead of attempting to go over the individual reports one by one and acting upon them in that way, if it so desires, the conference may, of course, consider the several reports collectively. A motion for their amendment or adoption would be in order, or the motion might be made simply to the effect that they be received by the conference with instructions to have them printed, distributed and made available immediately for the consideration of the several governments represented here.

Before a discussion takes places on the method of proceeding, may I say a word to the members assembled here as to the conference itself, a further word as to the nature of our gathering? I think it is important that we should keep in mind that this is a conference; we are not a cabinet and we are not a parliament. I am speaking now very much along lines which will be familiar to those who have attended Imperial conferences in the Old Country. I assume that we are not adopting the attitude that it is to be taken for granted that it is for us finally to determine what is to be done with respect to the matters mentioned in the several reports which have just been read. We necessarily must have regard for provincial legislatures and the federal Parliament. I imagine that all of us will recognize that in these matters the legislatures and the Parliament of Canada have very special responsibilities of their own. I may say that my colleagues and I feel very strongly that Parliament must be uppermost in our minds in whatever consideration we give to these reports. To say offhand or to attempt speedily to say that we will or will not accept any of the recommendations or suggestions that have been made would not be giving to the matters the consideration which their importance deserves. We feel that undoubtedly you gentlemen will be in the same position—that you will wish to confer with all of your own colleagues with respect to many of the recommendations and suggestions that are made in the reports of the sub-conferences, and that you would not wish to pronounce finally on behalf of your governments with respect to many of the measures mentioned and the suggestions put forth. If that view is generally entertained a motion might be made to the effect that the reports might be received by the conference, printed and distributed forthwith and thus made available for the further and immediate consideration of all governments concerned. I am just stating the alternatives with the utmost frankness, and you must feel free to discuss the matter as you may desire to when I have concluded these few remarks.

Before any discussion takes places there is one matter I wish to refer to which all of us of the federal administration regard as of great importance. The feeling which we had at the time the conference was called was that the question which would be uppermost at this conference would be that of unemployment relief. As the conference has proceeded we have been impressed more than ever with the seriousness of the position in which the municipalities and the provinces, and not less the federal Government, find themselves with respect to this great question of relief. We realize, as I believe the provinces all do, that the municipalities have now reached a point where it is going to be increasingly difficult for them to carry the burden of relief to the extent to which they have carried it in previous years. In other words, the problem of relief so far as the municipalities are concerned is as great as it has been at any time, but the ability of the municipalities to cope with the problem and to meet existing needs is not what it has been in previous years. That of necessity means that in their relations with the municipalities the provinces will be experiencing an additional burden and that your position as members of provincial governments with respect to relief is a more difficult one at the moment than it has been at any time in the past. In these circumstances, as a federal Government we feel that we should

say immediately that so far as the federal treasury is concerned we are prepared to share with the provinces the burden of responsibility in the matter of relief to a greater extent than has thus far been done.

We feel that the municipalities should not be relieved of all responsibility in the matter of relief or of a sense of their responsibility; and that it would be a mistake, from many points of view, were the impression to get abroad that they no longer were responsible. On the other hand, we do realize that if the provinces are to represent to the municipalities that they are about to be relieved of part of the burden which they have carried in the past, they will have to have assurance from the federal Government that this Government will be prepared immediately to assist by its contribution for relief purposes to a greater extent than in the past.

I cannot say at the moment what the extent of our contribution may be. That is something which as a government we shall have to consider in the light of our many other obligations and of demands upon the federal treasury which must already be apparent from the deliberations of this conference. I make the statement at once, however, in order that members present may have it in mind when we come later to discuss the course of procedure to be adopted with regard to the several reports.

I have here a more or less formal statement of what I have just been attempting to say. Speaking offhand one is apt to use general terms that may appear to some to be too general, and at times, particular terms that may be regarded as too particular. I hope that those present who have listened to what I have said will not hold me too closely to the exact phraseology I have used. In order that the record may strictly be accurate, and that there may be no mistakes in what may be given out to the press and the public I should like to give this formal statement to the members as without any question representing the purport of what I have just said.

It is important to bear in mind the true nature of present proceedings. A Dominion-provincial conference is neither a cabinet nor a parliament. It is an institution which enables representatives of the government of the Dominion of Canada and the governments of the provinces of Canada to confer together, exchange information and opinions, and formulate proposals, in respect to Dominion-provincial co-operation, which can be presented to the governments concerned and to the parliament of Canada and legislatures of the provinces.

Accordingly, as I understand it—assuming that the reports are received or accepted by the conference and their recommendations and the conclusions ordered to be printed and distributed—we are receiving these reports, with their recommendations and conclusions, containing as they do the result of the deliberations of the Dominion-provincial representatives, in order that they may be submitted to the appropriate legislative and administrative authorities as a foundation upon which these authorities can base effective policy.

While it is not possible for any of us to make any final commitments with regard to action resulting from these reports, depending as action necessarily does on formal governmental and parliamentary approval, I am sure that the representatives of the Dominion and the provinces alike have been profoundly impressed by the need for immediate action in so far as the problem of relief is concerned. The representations which have been made by the provincial representatives, establishing as they do the overwhelming burden of relief upon the municipalities, have made it clear that some readjustment is necessary in order to lighten pressure on the municipalities in Canada. Immediate steps will be taken by the Canadian Government to confer with the appropriate provincial representatives in order to make, with the least possible delay, such adjustments of the Dominion contribution to relief as may be necessary in order to enable the Dominion to share the increased burden thus placed upon the provincial treasuries.



This concludes the formal statement which I wished to make. I may say to the members of the conference that, my colleagues and myself, as is obvious, have had no opportunity whatever for conference together while the conference itself has been proceeding, beyond a few moments each day as we have casually met, and one or two short meetings which we have had after the conference has adjourned at noon and which have been mostly taken up with other matters than those of the conference. It is for this reason that we have not thus far been able to attempt to fix percentages or amounts or finally to decide any matter of first importance. I hope, however, that I have conveyed the attitude which we propose to assume and done so in as generous terms as the circumstances of the moment will permit.

I may add that the reason we have less hesitancy in saying at once that we are prepared to increase our contribution in the matter of federal relief is that among the resolutions which have come to us from the sub-conferences is one in which the provinces unanimously approve of the establishment of a national commission having to do with unemployment relief. The feeling is that, with a representative national commission exercising supervision of expenditures for relief, public moneys may be voted with a greater sense of security than has been possible during the last few years. Without this added precaution, we would not ourselves feel secure in making any additional outlay.

At the beginning of our conference, it was said that when previous delegations came from the provinces to Ottawa they were given a lecture; were told what the Dominion Government was prepared to do; and were then sent away. We have felt that an entirely opposite procedure was the one which should be adopted if in the long run, the conference was to bear fruit; therefore we have deliberately sought not to determine, in advance of hearing what the provinces might say, what we could or should not do, but rather to listen to representations that might be made and, only when we had the fullest information before us, decide, in the light of our collective responsibility, what could and would be done with respect to the various representations that have been made.

From what appears in the reports, it will be clear to all that there is material there which will be of great assistance not only to the federal Government but all the provincial governments as well in dealing with the problems with which they are immediately faced, and that from now on we shall all be in a position to work together more effectively in achieving those public ends which we have in common and which we are endeavouring to serve.

I shall now leave it open to the conference to discuss the method of procedure to be adopted with regard to the several reports that have been presented. Let me again stress the importance of our keeping in mind all the implications of the doctrine of ministerial responsibility, and, if I may say so, of getting away from any idea that we ourselves are dictators holding a position that disregards legislatures or parliaments. Rather, may we feel that we are here assuming our responsibility in the light of the greater obligation which we owe to the people, of whose interests we are the trustees.

Mr. ROEBUCK: The Ontario delegation has no desire to discuss the various reports in detail and individually. As a matter of fact, such a proceeding, in my judgment, would be impractical. I have therefore pleasure in moving that the reports be received in their entirety in one resolution. There are, however, a number of general observations which Ontario desires to make to this conference, though not broken up into comments on individual reports. It is suggested to me that I should add to the motion that we not only receive the reports, but that they be printed and distributed in due season.

Mr. TASCHEREAU: Quebec is pleased to second that motion.

Mr. MACKENZIE KING: It has been moved by Mr. Roebuck of Ontario—and by the way, may I say that Mr. Hepburn much regretted that he was obliged

to leave for Toronto this afternoon, Mr. Roebuck therefore is acting as head of the Ontario delegation—and seconded by Mr. Taschereau, that the reports of the sub-conferences or committees read to-day be received in their entirety, and that they be printed and distributed and made available to the several governments for their immediate consideration.

Mr. PATTULLO: In supporting the resolution, may I observe that information of an interesting character which was furnished by the Minister of Agriculture, does not appear to be in the documents presented here. I assume that printed copies will contain that information, because some of it is of considerable interest.

Mr. MACKENZIE KING: Possibly Mr. Roebuck would like to proceed on his motion. At the first opportunity that presents itself subsequently we might deal with the point which Mr. Pattullo has raised.

Mr. ROEBUCK: Perhaps it would be best to discuss the resolution as it now stands. I desire to make some general references, but it will be to the question as a whole, if this resolution is carried.

Mr. MACKENZIE KING: May I put the motion as formally made. Is it your pleasure that it be adopted?

The motion was agreed to.

Mr. ROEBUCK: May I have the privilege now of making some general observations? In the first place let me say how greatly I regret that these few comments are being made by myself rather than by Mr. Hepburn, the Prime Minister of Ontario. Mr. Hepburn has been far from well. He has been in the south endeavouring to regain his health after a much too strenuous campaign in the interests of the Dominion and a great deal too much work in administrative and other capacities for the province of Ontario. He has, however, returned from the south with the intention of making his contribution to this question, and he has attended every committee meeting upon which he had special duties. He has taken his part and made his contribution, but he found it impossible to stay here any longer, and he has gone away this afternoon, leaving me a duty to perform in giving this message and one or two others to the conference.

He regrets very much, owing to the utter inability under which he has laboured, not being able to stay here any longer, but to begin with he wishes me to convey to you, Mr. President, his thanks for your courtesy in connection with this conference, and to the Dominion Government and its various members for the fact that we have had such a conference, which he looks upon as a success—though perhaps not in every respect, nevertheless, in the main, a success.

Mr. Hepburn is of the opinion, and so are his colleagues here, that at all events the conference has led to a better understanding between the members of the provincial governments and those of the federal Government, an understanding which will undoubtedly lead to better combined, co-operative action in the future.

I noted one thing with a great deal of satisfaction. It is understood that the Dominion will now contribute fifty per cent of the cost of the Trans-Canada Highway. My colleague Mr. Heenan is well pleased with that announcement.

With regard to employment, I have observed the report of that committee, and it impresses me as dealing not so much with this problem of employment as with the practical administration of the problem of relief; and I would call the Prime Minister's attention to this fact, that in his addresses during the election campaign, yes, and in that which followed the victory of the Liberal party, he stated that unemployment and its cure was the supreme question in Canada to-day. Except for one little reference in the report from the Committee on Unemployment with regard to an increase in unemployment, I note nothing at all in all these reports with respect to providing employment. That question

has not been dealt with at all by this Conference, and I suggest that that is the supreme question and that further conferences should take it up. I shall be glad if the Commission on Employment and Relief gives attention to employment as well as to relief, but so far as I note in the resolution, attention has been devoted only to relief, and not so far as I can see to the developing of employment.

Some Hon. MEMBERS: Oh, yes.

Hon. Mr. ROEBUCK: If my statement is not correct I am glad to hear it is not, because I think that in this regard a very great deal remains to be done in which the provinces and the Dominion can co-operate.

Mr. Hepburn desires me to say to the conference that he looks forward, notwithstanding the failure to arrive at any specific conclusion at the present moment, to some progress yet being achieved in connection with his proposal for the refunding of provincial and municipal debts. That is a great problem when one considers that one-half of the provincial revenues in most instances is paid out for interest on the debt. And so Mr. Hepburn looks forward in due season to something being actually accomplished that will diminish that tremendous drain upon our provincial revenues, and without doing any particular injury to the investor, because although it may result in a slight decrease in the amount of interest being paid, at the same time the value of the security will be increased.

Mr. Hepburn also desires me to say a word with respect to the Bank of Canada. He is anxious to see the Bank of Canada nationalized, and he hopes for an early announcement as to the relationship which that bank will bear to the various provinces of Canada, including our own.

Just one other remark, Mr. Chairman, and I am done. I myself played a part on the Committee on Constitutional Questions, and may I say how much I appreciate the step forward which was taken by that committee in coming to an almost unanimous conclusion—oh, yes, unanimous, notwithstanding the vote—that the British North America Act imperatively requires amending both in the present and undoubtedly in the future, and that that amending should be done in the Dominion of Canada rather than across the seas, providing that some practical method may be devised for the carrying out of the amendments in a way that will be satisfactory to all the provinces. That, Mr. Chairman, is a marvellous step forward in the constitutional history of Canada, and in achieving that almost entire unanimity we have carried forward the constitutional history of this Dominion perhaps by a good many years. I may say, too, to the delegates here that while there is no reference to it in the notes of the Conference, I am grateful to Mr. Major, of Manitoba, for joining with the province of Ontario in laying before our committee an actual plan for the carrying out of that task, and by that I mean a method by which in his judgment, as in mine, the various amendments which are now required or will be in the future may be made in Canada without danger to provincial or minority rights, and with the greatest flexibility withal. So in that regard alone this Conference has justified its existence, and I do think that further conferences which will carry on the work for which the foundation has been laid in this Conference will confer a great benefit upon the people of Canada.

The province of Ontario has about one-third of the population of Canada and it contributes to the Dominion treasury about one-half of its revenue, and so we find that the problems of the Dominion and the problems of the province of Ontario are very, very similar. They are almost the same; there is a remarkable unanimity about them. And so on behalf of my colleague who is absent and on behalf of the other members and of all the people of Ontario I wish to assure this Conference and the Prime Minister of our very hearty desire to



join with him and his colleagues in the Dominion Government in working out these most pressing national and provincial problems.

Mr. MACKENZIE KING: Gentlemen, it might facilitate our further consideration of the points that members may wish to raise, and might preserve a certain order and continuity, if we had the premiers of the various provinces at this stage speak in turn in regard to any matters to which they wish especially to refer—that is, assuming they desire to say anything. If that meets with your approval I would call on the premiers of the different provinces in the order in which the provinces appear in the table of precedence. Mr. Roebuck having spoken for Ontario, the next speaker would be Mr. Taschereau of Quebec, to be followed by the premiers of Nova Scotia, New Brunswick, Manitoba, British Columbia, Prince Edward Island, Saskatchewan, and Alberta in the order named. I suggest that only as a means of preserving a certain order in our proceedings.

Premier L. A. TASCHEREAU (Quebec): Mr. Prime Minister, first of all I wish to thank you for having called this conference and having submitted to us an agenda which I believe covers the momentous problems of Canada to-day, and in thanking you I wish also to congratulate you upon the good spirit which has prevailed here, and which I believe is due to your guiding hand. It is not like other conferences we have had.

To my mind there were two important problems here: the British North America Act, and unemployment.

So far as the British North America Act is concerned some of the members of this conference who attended the previous conference might perhaps believe that I have somewhat changed my mind, and that is true; but if to some extent I changed my mind and was instrumental in proposing the resolution which has been practically adopted by this conference, it was when I saw the good spirit that prevailed on the part of representatives of all the provinces—a spirit of co-operation, a spirit of tolerance towards minorities. Every prime minister and every minister whom I met here assured me that they had but one desire, and that was to maintain throughout Canada that good-will, that cordiality and spirit of tolerance that has existed in the past among all Canadians, to whatever race they belong and whatever the religious faith they may hold. This spirit of good-will and cordiality has impressed me very much, and if there is a change in my attitude it is due to that spirit and that good feeling which I have found prevailing among all the members of this conference.

I earnestly hope that an early decision will be arrived at, for I believe that some amendments to the British North America Act are imperative not only for the Dominion but for the provinces also. But we are left in the dark on some points that must be cleared up. We must know where we stand, and what we can do to carry on in the province. It is my earnest hope that at an early date a further conference will be held, and that before long we can go to London and have the British North America Act so amended that we in Canada alone can deal with our own problems in future.

As far as unemployment is concerned I had occasion to say this morning and yesterday that more money from Ottawa is no cure. Something drastic must be done. If we simply go home and tell our people now that we have got more money, that will only be an appetizer to the class of professional unemployed that we have all of us helped to create in the past, and I am sure that a considerable number of them will be quite pleased to know that they can now depend on receiving more money. I am sure that we are going to have demands from doctors and hospitals and from other classes in the community that may be helping the unemployed. I expect that in the province of Quebec, and I believe it will be the same all over Canada.

I repeat that something drastic must be done, and I hope that this Canada-wide commission on employment will deal with the problem in respect of work and in respect of relief.

Would it not be possible for Ottawa to advance credits to the provinces to carry on housing, for example, as has been done in the past? Would it not be possible to make a loan that would see us through for two years? Let us hope that within two years the worst will be over. In the meantime we have to live and the municipalities have to live from hand to mouth, borrowing from the banks to meet the demands of the unemployed every week or every month. If a loan of some kind could be made or the credit of the Dominion advanced to the provinces at a low rate of interest to enable the provinces and the municipalities to carry on their share, I believe it would be helpful. We must not overlook the fact that if the municipalities are helped, and if they are allowed to spend their revenues to the greatest possible extent on useful public works within their own limits, on streets and sewers and that kind of thing, not only will it be for the benefit of the municipality, but the number of the unemployed will be thereby reduced. As I say, something drastic has to be done. Our municipalities are at the end of their resources.

So far as the governments of the provinces are concerned ours is in fairly good shape, but we have to be placed on the same footing as the other provinces. Quebec must not be called upon to pay more than the other provinces are paying.

There is a last remark that I wish to make, and it is this, that it is imperative that the credit of Canada as a whole, the credit of the provinces and the credit of the municipalities, be maintained. I earnestly hope that no government, either provincial or municipal, will take such steps as will impair its credit. After all, Canada needs foreign money and if anything is done within Canada to impair the credit of any province or large municipality we all suffer. My last appeal on behalf of Quebec is that every province and every large municipality will do their best to maintain their own credit, as by maintaining their own credit they maintain the credit of Canada at large.

Premier ANGUS L. MACDONALD (Nova Scotia): Mr. Prime Minister, I wish merely to say on behalf of my colleagues from Nova Scotia and those other members of the Government service who are with me that we appreciate very much indeed the courtesy of yourself and your colleagues to us during this week. It must be remembered that the work we have done this week is entirely of a preliminary nature; the real work remains to be done. I hope that when the times come for the more detailed consideration of those matters which have been touched upon this week the provinces and the Dominion will approach the whole problem in the same spirit as that which guided those who sat at Quebec, Charlottetown and London in the years just prior to Confederation. If we come to the councils next month or whenever they may be held, in the hope of securing something only for our own individual provinces; if we come without a willingness to give up something in return for that which we hope to receive, then I am afraid the future conferences will be bound to end in failure. Although, as the Minister of Finance suggested in his report to-day, there has been and will be a great diversity of view, nevertheless I believe that if we maintain the spirit of the Fathers we can in the interest of our province and Canada reach some common and satisfactory ground to the greater benefit of us all. I hope that the conferences which are to be held will be held at the earliest possible date, so that the people may know that we are sincere in what we have said in the past and in what we have said during this week, that we really mean this conference and those which are to follow to amount to something worth while.

Premier A. A. DYSART (New Brunswick): Mr. Prime Minister and friends, we have come to the conclusion of the first round, so to speak, and I am

glad to share the views expressed by those who have preceded me, that despite the divergent viewpoints on such a wide range of subjects the proceedings have been most harmonious all the way through. May I preface my remarks, which will be brief, by expressing on behalf of the delegation from this province our sincere appreciation of the fine spirit with which the delegations from all parts of Canada were met by Right Hon. Mr. King and all members of his administration. I think we have done much, I think we have gone far toward working out a satisfactory solution of these very varied, perplexing and burdensome problems. Reference has been made to a few of them. Mr. Roebuck referred to stress having been laid upon the matter of relief and not sufficient attention given to the matter of employment. While that statement may not be just exactly accurate in its scope, yet I think it goes to the root of our trouble to-day. In our province we are trying to meet the unemployment situation by providing work. The very situation referred to by that veteran Mr. Taschereau was brought about when, back in 1930, it became known overnight that there was \$20,000,000 available for relief. People who had never stepped into the ranks of those on relief, and never dreamed of going on relief, immediately looked upon this vast sum as something of which they could claim a portion. This mentality developed overnight, and it is still with us. A changed psychology, a changed outlook, a changed viewpoint are absolutely necessary. I want to reiterate the expression of Mr. Taschereau by saying that it is the view, I believe, of my colleagues and myself that if we are to approach this great question with a view to its permanent cure, work must be provided. Let us get away from the question of the dole.

We are all in Canada, whether we like it or not, and we have to remain here, and our problems, municipal, industrial, provincial or federal, weigh upon the taxpayers. So far I have not heard much mention of the question of refunding, but a word of caution has been spoken to warn us that our credit must be maintained. That is true; yet if it is also true that we have reached the limit of our taxing ability, whether in the provincial or the federal field—and those of us who sat here must have been impressed, as I was, when, a few days ago, the mayors of the leading cities of Canada laid before us the facts relating to their respective problems—then, as Mr. Taschereau has said, something of a drastic nature is long overdue. This view may not be shared by many, but it seems to me that one of two things is necessary: either we must get more revenue from some source, and that must come from the taxpayers of this country, or we must go down-hill. If, without shirking our responsibility, we can obtain the necessary money by a broad plan strung over the years, such as that referred to by Mr. Dunning, I think we shall have accomplished much. But to stand by and look upon a bond guarantee as a sacred edifice, as something which ought not to be touched, is not doing that which is being done the world over. I am not going to say how it should be done, as that is a matter for our friends here, but, as was stated by mayors from cities in the east and in the west, unless we get more money we are going to have this problem on our doorstep for some considerable time to come.

However, I believe that we are moving in the right direction, that vast strides have been made, and a frank interchange of viewpoint touching these various subjects is bound to be of value. With the assurance that conferences will continue to be held for the further study of the work already begun, I hope that the purpose of this present gathering will bear fruit.

Premier JOHN BRACKEN (Manitoba): Mr. Prime Minister and gentlemen, the chairman has asked the leaders of the provincial delegations to make some comments on the committee reports that are before us. Any observations that I may make at this time are the result not so much of considered judgment on the recommendations as of thoughts which have occurred to me since the reports have been made.



At the outset, Mr. Prime Minister, I want to take this opportunity of complimenting you and your associates upon the plans you made by way of preparation for this convention, all the way from the agenda itself down through all the activities in which we have been engaged since we came here, including the appointment of committees, the providing of accommodation for the different delegations and the splendid reception and entertainment we have been given everywhere.

I appreciate, too, the distinction you have made between this gathering and that of a government or a cabinet. You have pointed out that this is a conference and not a cabinet. It is possible that the Canadian public has been expecting something in the way of major decisions from this conference, and that some people may be disappointed to some extent. Personally I am not. We have been coming here to different conferences for thirteen years and I want to say here that I appreciate the approach made in this conference much more than that made in any previous conference. While final decisions have not been reached on many of the major questions, I do feel that the approach has been proper, that a right basis of study and continuation has been reached and that eventually we shall reach the soundest kind of decisions as to how to proceed.

I want also to thank the Prime Minister for reiterating what his Minister of Finance said this morning in the Finance Committee, namely, that an increased contribution to direct relief would be made by the central government. I shall speak of that at a little greater length in a moment.

We have had six committees at work. Three of them were dealing with questions which we from Manitoba regard as being of major importance. I refer to the questions of relief, finance and the Constitution. With respect to the other three subjects, I have just some very brief comments to make.

It was not my privilege to attend the meetings of the committee on tourist matters, but I am pleased to note the emphasis it lays upon the importance of the tourist industry to Canada. I have also noted with pleasure the plans they are making to cope with two important problems connected with that industry namely, safety on our roads, and the competition between our railways and the buses and trucks operating on our roads.

With regard to the work of the Agricultural and Marketing Committee, I note that several matters have been dealt with. I note particularly the statement made by the chairman, that another conference would be held in Western Canada dealing especially with western problems, and in that regard I wish to commend the minister. Perhaps I may be permitted to take just one moment to explain my reason for mentioning it. In that area west of the eastern border of Manitoba, the gross value of agricultural products in the last five years has been \$1,900,000,000 less than in the five years preceding. If any one is looking for the causes of our troubles in Western Canada he will find it in that one statement.

Now that reduced value results in two things—poor crops in some years in certain localities, and low prices. Poor crops we can deal with only in so far as we can improve production, and I am glad to know that the minister recognizes that problem and is planning a conference in Western Canada aimed at helping to rehabilitate agriculture and to assist that dry northern agricultural area in the best way possible through the application of science.

As regards low prices, that of course is a question of markets, and we observe that the Dominion Government has made a first and very important step towards regaining some of our lost markets.

In connection with mining, it may be that some of the mining interests in Canada will feel, after the preliminary announcement that this was a subject for discussion here, that not much progress has been made. The hopes of the minister that something might be done in the way of a reduction of Dominion

taxes and an assurance of stability with respect to taxation of that industry in the future, have not been realized up to the moment. It is possible that to some extent they will be in the future.

The mining industry in Manitoba is in its infancy, and I wish to say to the minister and to the Dominion Government that if they are prepared to make some concessions to this industry by way of increasing depletion allowances and reducing taxation on mines, the Manitoba Government will be prepared to undertake that no new taxes shall be imposed on the industry for the next five years. We say that for the reason that there is a possibility of development there which may take hundreds, indeed thousands, of men off relief and put them into profitable employment.

With regard to relief, finance and the Constitution: I have already referred to the question of relief; and in connection with finance I should like to compliment the chairman of that committee on the mastery he already has of his own problems. The report of the committee, as will be observed, reaches no finality on some of the major questions before us, but it does do two things: it states our problems, and it suggests means by which they may be met; and above all it provides a method of continuing the study of the subject, with the hope of eventual solution.

So far as we in Manitoba are concerned, we have imposed taxes to the limit, and beyond the limit, of the capacity of our people to pay. We have had an income tax for a considerable time, and on top of that we found it necessary to put a wage tax; and in addition to all that we have practised economy as far as we possibly can. We have cut expenditures to the bone. That is about all we can do, and in spite of that we have only managed to balance our budget, apart from relief.

What are the alternatives before us? Either we must get additional sources of revenue, or some one must relieve us of the responsibility of some of these social services. Failing these two, we see nothing ahead of us but eventually, some time in the future, default. We have headed that off for five years and we purpose heading it off until the end; and I am hopeful that, as a result of this conference, we shall be able to meet our financial problem and at the same time maintain the credit of Manitoba without impairing the credit of Canada. It is a difficult problem and we are not disappointed that we have not solved it, for I feel that a sound basis of approach to the problem has been made.

As regards the constitutional question, may I compliment the delegates from all the provinces, and the chairman as well, on the progress they have made. I agree with the statement of the acting leader of the Ontario delegation: we have made more progress than we have ever made in all the discussions we have had in the last thirteen years on this question. It is pleasing to all of us that the Premier of Quebec has taken such a broad-minded view of the problem, and I hope that the province of New Brunswick, after it has given the matter study, will see it in the same light.

Premier T. D. PATTULLO (British Columbia): I find myself very much in sympathy with some of your opening remarks, Mr. President, and I agree that it would be impossible at this moment to come to final conclusions with respect to the subject-matter which has been under discussion; nor would the provincial delegates fairly expect the Dominion Government to have had an opportunity to give to these problems that study which is necessary, and to advise us specifically to-day on the matter. You were good enough, however, to intimate in a general way that the Dominion Government proposed a more generous contribution to unemployment relief.

With respect to all the subject-matters that have been under discussion, I compliment the Dominion Government upon the preparation of the agenda, for it has made it easier for the delegates to get together on all these questions. It

does strike me, however, that there are three matters of primary importance, one of which is an amendment to the British North America Act. This Dominion should have the right not only to amend but to enact its own constitution, having regard, of course, to those rights which some of us in Canada consider so fundamental. In British Columbia we have advocated for some years the necessity of amendments to the Act, and I may say that, personally, I have been subject to a good deal of criticism by reason of such advocacy. It has been said, "You are trying to get amendments to the British North America Act, but we shall all be dead and in our graves before that is brought about." However, I am glad to see that machinery is now being set up whereby, at a reasonably early date, it will be possible to amend our Constitution—indeed, not only to amend it but to enact our own Constitution.

In the matter of unemployment, I have taken a broad stand on that question and, if I may say so, have advocated more strongly than any other public man in Canada the necessity of the Dominion Government joining with the provinces in a generous program of public works. I do not want to bore the Conference, but I reiterate this: I commend the Dominion Government for having started upon a program of trade relationships that will improve industrial conditions in Canada. But you know, sir, and I know, that it is now going to be possible, pending the full fruition of these treaties, to absorb all our unemployed. There is no sleight of hand or legerdemain about this question at all. Something must be done, or we shall continue direct relief as it has been carried on heretofore, with its most devastating effect upon the moral character of our people. As I pointed out yesterday in one of the meetings, the psychology of the people is very much changed. In British Columbia, for example—I believe it is true also of other parts of Canada, but certainly it is in British Columbia, and perhaps in an aggravated form—we have seasonal employment. Heretofore, in the fishing industry, a man made enough in the season to meet his requirements for the rest of the year, because he could take up other work—logging and other things. What is the psychology to-day? It is this: "Eat, drink, and be merry, for to-morrow we go on relief." It is absolutely essential therefore that some form of employment be provided for these people, because more and more this psychology will prevail among the people unless the Dominion and the provinces formulate a plan to counteract it.

I do not want to be unreasonable, sir. Some people have termed me an inflationist. In fact, at one conference I attended here one of the members of the Government said I was a Communist—whatever he meant by that. Well, if I am a Communist, I do not wonder that there are a good many Communists. Mr. Prime Minister, I do not want to become facetious, but one of your colleagues, of whom I am very fond, told me something that I know he would like to repeat.

Two of my colleagues, one from Quebec and the other from New Brunswick, have also voiced the necessity for a works program, and I presume they have in mind a generous works program.

One other question I may touch upon, and that is the financial relations between the Dominion and the provinces. I have read the financial report and I wish to compliment those who have drafted it on its phraseology. How much is involved in it is a question we shall have to consider later; but I see, Mr. President, that your Minister of Finance is in a cheerful mood, and I believe that, with respect to all these questions, your Government is now aware of the points of view of the different provinces and will correlate them, and that in consequence you will be able to work out a great many of our problems.

I notice that you are to have continuing committees. That is necessary, and I think it will also be necessary to have a general conference later, such as the present gathering. It seems to me that the Dominion Government is to-day



in a fiduciary capacity as custodian of the interests of the Dominion as a whole, and it should be possible for the Dominion and the provinces to co-operate to the general advantage of all.

On behalf of the delegation from British Columbia I wish to express to you, sir, our cordial appreciation of the courtesies you have shown us and of the arrangements which have been carried out here, and I assure the conference of the pleasure I have had in meeting and conferring with the representatives from the other provinces. Some of them are a little newer in public affairs than some of the rest of us. For their information I may say, if they would not mind my saying it, that I have been a member of our legislature for twenty consecutive years. That is not so long an experience as my friend Mr. Taschereau has had; still it is a considerable period out of one's life. Mr. Taschereau should know something of governmental affairs. When we in British Columbia read of the proceedings of your different Legislatures and of the problems that confront you, it will be very helpful to us to be able to visualize you and to understand just what you are thinking upon those occasions. We from British Columbia appreciate very much having been here.

PREMIER W. M. LEA (Prince Edward Island): It is Prince Edward Island's turn now. I concur in the remarks which have been made with reference to the courtesy extended to the conference by the Prime Minister and his colleagues. It has been indeed a pleasure to meet in conference those from the other provinces of Canada. This conference, however, was given so great a measure of publicity that I rather fear we shall be criticized on our return for not being able to tell our people that anything very definite has been accomplished. The explanation which we shall give, and which I believe all of us here accept, is that we have gone as far as the conference could possibly have been expected to go. That is the conviction of those who know the facts, and the provincial representatives will have to make that clear to their respective legislatures. Nevertheless, we have a difficult matter to explain; it is difficult to explain why we cannot deal more definitely with the problems before us. Our political supporters will accept our explanation, while our political opponents will be more critical. So far as we are concerned, the latter are in the great minority in our province.

Finance, of course, we consider as being the biggest problem that is being faced and discussed to-day, and I was very pleased to have the privilege of discussing our problems with the Minister of Finance. The taxpayer, of course, must pay for all these services that are now being demanded, and the demands have increased by reason of the economic depression of the past four years, as we all know. Nevertheless, it is my belief that the Dominion Government, being in a position to collect taxes indirectly, can raise the money very much more painlessly, shall I say, than the provinces, which must levy a direct tax. The income tax that is levied by the province of Prince Edward Island returns a very modest revenue, some \$35,000, as against Dominion income taxation of \$329,000, and I think that the Dominion should take over this little matter so as not to annoy the taxpayers. We look for some co-operation in the future in regard to the collection of taxes. However, we must not be unreasonable. If we are going to ask the Dominion, as most of us have done, to make further contributions for further services, we cannot expect it to abandon many of the taxation fields it is now occupying; but I am optimistic and hopeful enough to believe that one of these days or years we shall wake up and discover that most of the unemployed have been put to work. The replacement needs of the people, which have been curtailed over the past four years, will automatically have to be supplied, and every time that a man receives more money for his production and puts that money into circulation it will help to create employment. There is apparently a great deal of money lying around in the banks seeking investment, and all that is necessary to do is to put it into circulation. Once it is put into circulation, I believe, a great many of the unem-

ployed will be put to work and the provinces or the Dominion will be relieved of a great part of this burden of caring for the unemployed.

I think we should continue to hold further conferences such as this, and one has been suggested for early in January. Speaking for the province of Prince Edward Island, we would welcome the opportunity of conferring with the Minister of Finance in dealing with some of our peculiar problems. They are only small comparatively, but I think we should get very much further if we could deal with them as a province.

PREMIER W. J. PATTERSON (Saskatchewan): Mr. Prime Minister, I think I speak for every one present when I say that we all regret the difficulties under which Premier Hepburn of Ontario has worked during this conference and, realizing that, we do appreciate the time and the energy that he was able to devote to the work of this conference in the committees that he attended. I am sure that we all hope he will shortly be restored to complete health.

This, sir, is the second gathering of this kind that I have had the opportunity of attending. I do not want to comment on the difference in the atmosphere and circumstances of different conferences and I mention it only because Saskatchewan probably has been somewhat handicapped in attaining the full benefit of this conference by reason of the smallness of our delegation. It was not possible for us always to be represented on all the committees in which we were particularly interested. At the last conference that I attended there was no need for any large delegation; in fact, had a stenographer attended and taken down the statements that were made and transcribed them, that would have been all that was necessary.

I want to thank you, sir, not only for the care that was exercised in the preparation of the agenda of this conference and for the courtesy with which the delegations were received, and for the provision that was made for their accommodation, but most of all I want to express my appreciation of the very courteous treatment that we have received from yourself and every member of your Government. I think that probably your example has been at least partially responsible for the spirit of goodwill that has been generated and has prevailed throughout all our gatherings during the whole period in which the conference has been in session. We very much appreciate the courtesy that has been shown to us and the friendliness displayed by every delegate at this conference.

There is no question, sir, that in the minds of the people of Canada this is the most important gathering of its kind that has ever been held since Confederation. There are probably several reasons for that, which it is not necessary for me to go into now. The prevailing economic conditions have, of course, created problems in the Dominion, in the provinces and in the municipalities; and, in addition to that, it would probably be correct to say that Confederation had progressed to a stage where it became imperative that serious thought and consideration should be given to making changes in our Constitution. It is no reflection on the foresight or ability of the men who framed our Constitution to say that they could not possibly look forward to the time when conditions, such as we have now would exist in this country, or when conditions generally would be so different from what they were at that time.

It is quite possible that the public may be somewhat disappointed at the results of this gathering, and I am sure that we are indebted to you, sir, for stressing what Mr. Bracken has referred to, the difference between a gathering of this kind and a body empowered to pass legislation. But I do not think that that disappointment will be so great if each and every one of us takes the opportunity of explaining to the people of our respective provinces the progress that has been made in the very short time at our disposal. A glance at the map hanging on the wall behind you would reveal to anyone that in a gathering of this kind there were bound to be the very widest divergencies of



opinion and of ideas, and equally wide divergencies in our problems. In the province of Saskatchewan, as a matter of fact, our greatest immediate problem is almost peculiar to our province, and I wish here and now to express my thanks to the representatives of the other provinces for their appreciation of that fact and for the consideration which they have given us on that account.

It is important that the work which has been well commenced should be carried on. Apparently in the past gatherings have been held and a start has been made, and that was all that came of them, but in carrying the work of this conference to its proper conclusion it is going to be necessary, as I read the resolutions, for officials of the different provincial governments, a number of them, to spend a good deal of time in Ottawa, and that is going to be some handicap to those provinces that are farthest away. But I can assure you, sir, that so far as we are concerned we shall be very glad to do everything in our power to ensure the success of the efforts that have been commenced here and to bring about effective results from them. It would be unfortunate indeed, after the auspicious start that has been made here, if for any reason at all the work that has been commenced should not be proceeded with as promptly as possible, and if the problems that face us and are capable of prompt solution should not be dealt with. We hope and we expect, and I think we can have faith in the expectation, that the national commission which your Government purposes to set up will get into operation as quickly as possible. I am sure, sir, that it was unnecessary for us to stress the fact that this problem of unemployment and relief is, after all, the problem of the greatest national importance at the present time, and that every effort should be put forward by the Dominion and by the provinces to work out proper and satisfactory solutions of it.

As Mr. Bracken has very properly said, in the Prairie Provinces at least, a very great part of our difficulties has been caused by the two facts which I mentioned—the loss of production and the lowering of prices—and in Saskatchewan, particularly, the crop conditions which have existed there in the past six years have contributed more than all other factors to create the difficulties that we have experienced.

We want to congratulate you, sir, and your Government upon the agreement recently entered into with our neighbours to the south. We feel that it will be of material advantage to us in two respects: first, in providing additional markets for production that is important in our province, and, second, in lowering the cost of those things which we have to buy. May we suggest, though again perhaps it is unnecessary to do so, that the start made in that direction should be continued as rapidly as possible. I am sure it will be welcomed and appreciated, in our part of the country at least.

In conclusion may I say that in so far as we in Saskatchewan are concerned, we have no desire whatever to evade our proper and due responsibilities as a province. I say this in connection with the obligations that we owe to any people or province we have done business with. It is equally true of the obligations which rest upon us as a member of Confederation; that is to say, of our responsibilities to the other provinces of Canada and to the Dominion itself. In so far as our circumstances will permit we intend to live up fully to our obligations in both these respects. We are prepared at all times to contribute our share towards improving in any way not only the condition of our own people, but the situation throughout all of Canada.

PREMIER WILLIAM ABERHART (Alberta): Mr. Prime Minister and gentlemen, once more it is my privilege to bring up the rear. If you would allow me to make a suggestion, I think it would probably be to the advantage of our discussions that we did not always have an anti-climax. I have been looking at the map there, referred to by Mr. Patterson, and I see British Columbia out there in the west and I see the older provinces in the east. Canada runs east



and west, you know, and perhaps it would be better to start at the east and go towards the west, and then we should end up with Mr. Pattullo here, with his twenty years' experience. You could start at the west the next year and end up with the older provinces in the east. That would stop the anti-climax. You see, gentlemen, I came to this conference feeling somewhat like a prodigal son. You understand me, don't you? I came with a little fear and hesitation, for although I had declared that I was not going to spend our substance in riotous living, still I was afraid that some of you might have thought I was, and the elder brother might not have taken me in very kindly.

I just want to thank you for the way you have made me feel since I came here. It has done a great deal to warm my heart during the whole conference, and I wish to assure you again that I appreciate very highly the kindness that has been shown to my colleagues and myself. We have every confidence that the results of this conference will be most beneficial along the lines you yourself have so splendidly outlined in your summary. It cannot help but do good; and I can see great prospects of mighty advancement being made toward the solution of the problems that the world itself cannot solve. As I said when I spoke first, I should be delighted to have this Government go down in history as the Government that led the world in the solution of the problems that are facing it. I am happy to say to you that I am satisfied you are running along the right lines.

I find that each of the reports that I have here have a direct bearing upon our problems. Unemployment relief is our greatest problem, and I think you are facing that in a fair way. I do not interpret what you have said as meaning that we are going to increase our relief distribution. We shall certainly disabuse the minds of our people if they think they can swarm up to get more relief. I am perfectly satisfied that the municipalities cannot carry any more. I am absolutely assured that the cities are at their wits' end, and since the Government is coming to our aid I think we should relieve the municipalities. We should not give more relief in the sense of distribution, but we should adopt a better method of administering relief. That is the idea that I have secured from this conference.

I feel that we must get away from this hand-to-mouth method of financing. I hate to think that when I get through at the end of the year I have not paid the debts and I am in the hole. I should not want that to happen in my personal affairs and I do not want it to happen in connection with our province. Our debt service charges are so high that we cannot tax enough to pay the interest on our bonded indebtedness. I am very glad to know that something is going to be done by way of refunding our debt. If that is done and the relief problem is handled, well, I shall go back home like a new man, that is all. I shall have a new chance of fighting the battle of life and trying to get somewhere.

If we are to accomplish the balancing of our expenditures with our income, or our income with our expenditures, we must decrease the expenses of government by consolidation and other economies. We must find a new method of getting income. Once more may I say to you that I appreciate the fact that you have made up your mind that you are going to take some action to redistribute the taxation powers so that the provinces can have some decent way of getting more money to increase their income. Let us decrease our expenditures as far as we reasonably can, but give us a chance to get new income in such a way that people will not think they are being taxed to death. Arrange these two things so that we can get our balance somewhere. Give us a chance through the refunding of our debt, and help us with unemployment relief, and you are hitting the mark in a way that will put us in a place where we can carry on. I am sure that when the report comes out the people of Alberta will be delighted with what has been done.

I want to say that there is no doubt of our agreeing with the idea of changing the Constitution. We want the British North America Act changed to suit modern conditions. We want provincial autonomy maintained, but we want the British North America Act changed so that we can work together as provinces and as a Dominion and be able to do our business.

I thank you once more, Sir, for your kindness and the kindness of your Government to us, and I want to thank the other premiers and the members of the other delegations for their courtesy. You might have been different; probably you had a right to be different; but you were not, and we appreciate it. Thank you.

Right Hon. Mr. MACKENZIE KING: Gentlemen, may I say immediately, speaking, I know, the minds of all my colleagues as well as my own, that we appreciate more than words can convey the kindly sentiments which have been expressed towards the Government with reference to the proceedings of this conference. May I remind you that it is not yet two months since the general elections were held, and that as a government we have been in office just seven weeks. In that time we have had a great many problems to consider. Perhaps the greatest undertaking before us was that of holding at the earliest possible date a conference which would bring together premiers of all the provinces of Canada, with many of their ministers and expert advisers. We determined to hold the conference at the earliest date convenient to the provinces. It seemed a little hazardous at the outset to attempt so large an undertaking in so short a time. I feel, however, as I am sure you all do, looking back upon what has been accomplished from Monday morning up to the present time, that had the conference been held three weeks or three months later, we could not possibly have done more effective work than has been accomplished in the past few days.

There are many things I should like to say in acknowledging the remarks that have been made this afternoon. I shall, however, endeavour to confine myself to just a word or two. Let me express first of all appreciation of the references that have been made to the preparatory work of the conference. I believe that very much of its success has been due to the fact that there had been much in the way of careful and thorough preparation. Apart from what is owing to ministers of the Crown, both Dominion and provincial, there is a large obligation on the part of us all to many members of the public service. I should like to acknowledge especially what we owe to those who have accompanied the delegations as expert advisers. I would refer also to our debt to the members of the secretariat. I have not time at the moment to mention their names, but they will appear in the record of the proceedings. May I also refer to what we owe to the staffs of the House of Commons and of the Senate, who have co-operated in the various arrangements which have facilitated our discussions.

It may, I think, also be said that, owing to the careful manner in which the agenda was prepared, it was possible for the conference to get down to business at once, and to take up immediately the many questions that were before the several sub-conferences. I doubt whether any conference held in Ottawa ever dissected as thoroughly the many problems that were before it for consideration. It has been generally recognized that the great objective was to get down to bed rock in a consideration of many questions. I believe that in that regard, as in many other respects, the conference has been successful.

We know now, in no uncertain way, the number, the magnitude, and the intricacies of the problems which confront both the Dominion and the provinces, and we are able to appreciate more than ever the truth of the statement that many of these problems are not capable of solution except by co-operation between the provinces and the Dominion.

I should like especially to thank the premiers for what they have said of the spirit that has characterized the Conference. There has been but one

motive, that namely, of furthering the common interest. That interest has been viewed, not in any narrow way by the governments to which respectively we belong, but from the standpoint of the interests of the people of Canada as a whole. There has been an admirable spirit throughout. As a result, I believe, we have established a degree of confidence in one another which will stand us all in good stead through the years to come.

As has been said, this is but the beginning; it is preliminary to much in the way of further conference. As an outcome of this week's deliberations many members of provincial governments have come to know intimately members of the federal Government. In correspondence from now on, and in meetings from time to time between individual ministers, there will be a confidence and a feeling of friendliness in approach and readiness of access which otherwise would not have been possible. In that respect I believe we shall all benefit very materially as the months go by.

I should like to say a word on my own about financial relationships. That subject has been much discussed, but there is a fundamental aspect which, in the nature of things, could not receive at this time the consideration it merits. I raise the point again because its significance will be the more apparent, after so many problems have been considered. I would ask the members of the several governments whether they do not feel that the time has come when we must seek as between the provinces and the Dominion, to effect a condition whereby an end may be put altogether to the practice of making grants in aid, and to adopt a practice whereby the provinces will have as their own by agreements with the federal Government in the form of subsidies only such monies as they may be entitled to from the federal treasury. The federal Government having for federal purposes exclusively such monies, apart from what are payable to the provinces in the form of subsidies, as it may raise by taxation.

Sooner or later this problem will have to be squarely faced if others are to be satisfactorily solved. It may perhaps be met only by agreement as to particular fields of taxation to be reserved respectively to the provinces and the Dominion. There will, however, be no solution of existing problems which involve financial outlays so long as one government or agency is the taxing agency and another government or agency is the spending agency. In other words, we must return, as regards our revenues and expenditures, as in all else, to responsible government in the fullest meaning of that term whereby the governments that spend public monies must be the governments which, through the agency of taxation, raise what is to be spent.

This is a very large question. While not emphasized at the beginning of the conference has been I am sure in the minds of all present. It is certain to be a subject for consideration at all future conferences. What we have before us to-day as a result of our discussions, makes clearer than ever the necessity for the fullest consideration of that fundamental problem.

May I say just one word with reference to unemployment. I understood Mr. Roebuck to say that he felt we had perhaps not given to the subject of unemployment, looking at it from the point of view of the provision of work, and methods of providing work, as much attention as we should have given. I have in my hand a printed statement of Liberal policy which my colleagues will recognize immediately. Its initial paragraph reads: "The Liberal party believes unemployment is Canada's most urgent national problem. It would deal with the present emergency conditions through a representative national commission which would co-operate with the provinces and the municipalities in the administration of unemployment relief and in an endeavour to provide work for the unemployed." That statement of policy is a reiteration of the position taken in the House of Commons, time and again, by the Liberal Opposition in the course of the last five years, each time I spoke on behalf of the Liberal party



in favour of a national commission which would have supervision of unemployment relief and whose duty it would be by co-operation with public bodies and in other ways to find work for the unemployed, I was met with the reply from the Prime Minister that the provinces would not agree to a body of that kind: that they would not for one moment countenance a commission appointed by the federal Government which might have to do with the supervision of any phase of their expenditures. Accordingly as a federal administration we have felt that before attempting to implement that promise in the broad way in which we hope it may be possible to have it carried out, we ought to be sure of the endorsement of that policy by all of the provinces. That endorsement has been given to-day, as it has been given throughout this conference, in no uncertain terms. We will now proceed with the establishment of the commission. I hope it will not be very long before we are in a position to announce its personnel. We shall seek to place on the commission those whom we believe will be *persona grata* to members of the provincial governments as well as to ourselves. It is important that those who serve should have the confidence, as far as that can possibly be obtained, of the provincial governments as well as of the federal administration.

May I go a step farther and read the next sentence in this statement of Liberal policy: "As permanent measures the Liberal party is pledged to introduce policies which will serve to provide employment by reviving industry and trade." Though we have not done so, we might have stressed at this conference what has been referred to so cordially by so many who have spoken, namely, the degree of success which has already attended our efforts to promote trade between other countries and Canada. We have made, we believe, a very real beginning in providing work in the most effective manner possible, mainly, by the revival of trade. That is but one aspect of federal activity which is already well under way.

There are other methods in progress and in contemplation. Mr. Crerar, for example, has just referred to the development of the mining industry and what the Government purposes to do in that direction. Our policies there and with respect to other basic industries will do very much in the providing of employment.

Did time permit, I might run over the various resolutions and suggestions that have come from the sub-conferences, and in particular the sub-conference on unemployment and relief, and point out wherein practically all the sub-conferences have had before them just how action suggested by them might serve to increase employment. The provision of employment is the largest and most important of all present day questions. I think we have throughout its sittings been fully conscious of that fact, and I believe that the conference has laid a foundation which will materially assist all governments in their further endeavours.

May I say how much I appreciate the attitude of the members in endorsing so wholeheartedly the idea of keeping the conference essentially a conference. I am sure by so doing, we have effectively paved the way for more successful gatherings of the kind in the future. A mistake that has too frequently existed in the past, when conferences have been held between members of provincial governments and of the Dominion Government has been the belief that, unless many matters were definitely and finally settled at the time of the conference, the conference itself had not been a success. Moreover there has too often been the assumption that at a meeting of the governments the chief aim should be to see which could fair the better. That attitude would not have got us very far this week. On the contrary, we have acted on the belief that we were here primarily to come to understand as much as possible one another's needs and problems and, so far as might be possible, to meet

these needs in a mutually helpful way. Out of that attitude and approach has come, I believe, a substantial advance in the solution of many of our problems.

May I, in conclusion, on behalf of the federal Government thank the provincial premiers and ministers present for their kindness in having given up practically the entire week to a discussion and consideration of the questions before the conference. I thank you warmly for the kind words expressed towards each and all of us and I can say very sincerely that they are reciprocated in the fullest measure towards yourselves.

In parting, may I say that we realize what your problems are; that we realize, perhaps more than ever, what our own problems are. As a result of meeting here, we shall all, as respects the problems which confront us, go forward into the new year with a truer sense of proportion, and a deeper sense of responsibility and, I believe, with more of hope and belief in their ultimate satisfactory solution.

The conference adjourned at 5.45 p.m.

## APPENDIX B1

### LIST OF DELEGATIONS

*NOTE.—This list includes delegates and advisers and, in certain instances, ministers and advisers who were attached to delegations and present at one or more meetings of the Conference.*

#### DOMINION OF CANADA

The Right Hon. W. L. MACKENZIE KING, P.C., C.M.G. ....	Prime Minister, President of the Privy Council, and Secretary of State for External Affairs—Chairman of the Conference.
The Hon. THOMAS ALEXANDER CRERAR. .	Minister of Mines, Minister of Immigration and Colonization, Minister of the Interior, and Superintendent General of Indian Affairs.
The Hon. ERNEST LAPOINTE, K.C. ....	Minister of Justice, and Attorney-General of Canada.
The Hon. PIERRE JOSEPH ARTHUR CARDIN, K.C. ....	Minister of Public Works.
The Hon. CHARLES AVERY DUNNING. . . .	Minister of Finance.
The Hon. JOHN CAMPBELL ELLIOTT, K.C. ....	Postmaster General.
The Hon. WILLIAM DAUM EULER . . . . .	Minister of Trade and Commerce.
The Hon. FERNAND RINFRET . . . . .	Secretary of State of Canada.
The Hon. IAN ALISTAIR MACKENZIE . . . .	Minister of National Defence.
The Hon. CHARLES GAVAN POWER, M.C., K.C. ....	Minister of Pensions and National Health.
The Hon. JAMES LORIMER ILSLEY, K.C. ....	Minister of National Revenue.
The Hon. JOSEPH ENOIL MICHAUD . . . . .	Minister of Fisheries.
The Hon. NORMAN McLEOD ROGERS . . . .	Minister of Labour.
The Hon. CLARENCE DECATUR HOWE . . .	Minister of Railways and Canals, and Minister of Marine.
The Hon. JAMES G. GARDINER . . . . .	Minister of Agriculture.

There were also present during the proceedings advisers from the public service of Canada.



## ONTARIO

Hon. Mitchell F. Hepburn, Prime Minister and Provincial Treasurer.	H. J. Chater, Esq., Secretary of the Budget Committee.
Hon. A. W. Roebuck, K.C., Attorney-General.	H. L. Cummings, Esq., Deputy Minister of Municipal Affairs.
Hon. Peter Heenan, Minister of Lands and Forests and Northern Development.	D. B. Harkness, Esq., Secretary, Unemployment Relief Branch.
Hon. Duncan Marshall, Minister of Agriculture.	W. J. Crawford, Esq., Accountant, Department of Welfare.
Hon. D. A. Croll, Minister of Labour, Welfare and Municipal Affairs.	J. P. Bickell, Esq., Registrar, Motor Vehicles, Highways Dept.
Hon. Paul Leduc, Minister of Mines.	I. A. Humphries, Esq., K.C., Deputy Attorney-General.
R. H. Elmhirst, Esq., Secretary to the Prime Minister.	T. F. Sutherland, Esq., Deputy Minister of Mines.
C. S. Walters, Esq., Controller of Finances and Deputy Provincial Treasurer.	R. A. Campbell, Esq., Deputy Minister of Northern Development.

## QUEBEC

Hon. L. A. Taschereau, K.C., Prime Minister.	ATTACHED
Hon. Honoré Mercier, K.C., Minister of Lands and Forests.	Hon. J. H. Kelly, Jacob Nicol, Esq., Charles C. Lanctôt, Esq., K.C., Deputy Attorney-General.
Hon. J. E. Perrault, Minister of Roads and Mines.	J. Antonio Grenier, Esq., Deputy Minister of Agriculture.
Hon. J. N. Francoeur, K.C., Minister of Public Works, Game and Fisheries.	J. L. Boulanger, Esq., Deputy Minister of Roads and Mines.
Hon. Adélar Godbout, Minister of Agriculture.	A. O. Dufresne, Esq., C.E., Director, Mines Branch, Department of Roads and Mines.
Hon. R. F. Stockwell, K.C., Provincial Treasurer.	

## NOVA SCOTIA

Hon. A. L. Macdonald, Prime Minister.	F. F. Mathers, Esq., K.C., Deputy Attorney-General.
Hon. A. S. MacMillan, Minister of Highways.	E. B. Paul, Esq., Deputy Minister of Labour.
Hon. J. H. MacQuarrie, Attorney-General.	Col. Jas. L. Regan, C.M.G., V.D.

## NEW BRUNSWICK

Hon. A. Allison Dysart, K.C., Prime Minister and Minister of Public Works.	A. W. Barbour, Esq., Deputy Minister of Public Works.
Hon. Alexander P. Paterson, President of Executive Council.	G. H. Prince, Esq., Deputy Minister of Lands and Mines.
Hon. Frederick W. Pirie, Minister of Lands and Mines.	J. K. King, Esq., Deputy Minister of Agriculture.
Hon. John B. McNair, K.C., Attorney-General.	James H. Conlon, Esq.,
Hon. Austin C. Taylor, Minister of Agriculture.	Dr. C. W. McMillan,
Hon. Clovis T. Richard, Provincial Secretary-Treasurer.	R. A. Tweedie, Esq., Secretary.
Hon. W. S. Anderson, Chairman of Hydro-Electric Com- mission.	C. B. Croasdale, Esq., Department of Public Works.

## MANITOBA

Hon. John Bracken, Prime Minister.	John Allen, Esq., K.C., Deputy Minister, Attorney-Gen- eral's Department.
Hon. E. A. McPherson, K.C., Provincial Treasurer.	R. McN. Pearson, Esq., Deputy Provincial Treasurer.
Hon. W. J. Major, K.C., Attorney-General.	A. MacNamara, Esq., Asst. Deputy Minister of Public Works.
Hon. W. R. Clubb, Minister of Public Works.	

## BRITISH COLUMBIA

Hon. T. D. Pattullo, Prime Minister.	Dr. W. A. Carrothers, Chairman of the Economic Council.
Hon. G. M. Weir, Provincial Secretary and Minister of Education.	J. V. Fisher, Esq., Asst. Deputy Minister of Finance.
Hon. G. McG. Sloan, K.C., Attorney-General.	Alan Maclean, Esq., Departmental Solicitor.
Hon. John Hart, Minister of Finance.	E. W. Griffith, Esq., Administrator of Unemployment Relief.
Hon. G. S. Pearson, Minister of Mines and Labour.	

## PRINCE EDWARD ISLAND

Hon. W. M. Lea, Prime Minister.	W. E. Massey, Esq., Provincial Auditor.
Hon. T. A. Campbell, K.C., Attorney-General.	

## ALBERTA

Hon. Wm. Aberhart,  
Prime Minister, and Minister of  
Education.

Hon. John W. Hugill, K.C.,  
Attorney-General.

Hon. Charles Cockroft,  
Provincial Treasurer, and Minister  
of Municipal Affairs.

Hon. C. C. Ross,  
Minister of Lands and Mines.

Hon. W. A. Fallow,  
Minister of Public Works,  
Railways and Telephones.

W. S. Gray, Esq., K.C.,  
Deputy Attorney-General.

R. J. Magor, Esq.,

J. C. Thompson, Esq.,  
Provincial Auditor.

## SASKATCHEWAN

Hon. W. J. Patterson,  
Prime Minister.

Hon. T. C. Davis, K.C.,  
Attorney-General.

S. Quigg, Esq.,  
Attorney-General's Department.

T. Lax, Esq.,  
Treasury Department.

## SECRETARIAT

*Secretary*

J. E. Read, Esq., K.C., Department of External Affairs.

*Assistant Secretary*

Oliver Master, Esq., Department of Trade and Commerce.



## APPENDIX B2

### CONSTITUTION OF SUB-CONFERENCES AND SUB-COMMITTEES

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*(Including, in certain instances, Delegates and Advisers who were in attendance  
at one or more sessions)*

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#### I. SUB-CONFERENCE ON TOURIST TRAFFIC AND TRANSPORTATION

##### CONSTITUTION OF SUB-CONFERENCE

*Chairman—Hon. C. D. Howe*

##### *Canada*

Hon. W. D. Euler  
Mr. V. I. Smart

##### *Ontario*

Hon. Peter Heenan  
Mr. R. A. Campbell  
Mr. Chester S. Walters  
Mr. J. R. Bickell  
Mr. H. L. Cummings

##### *Quebec*

Hon. J. E. Perrault  
Hon. J. H. Kelly  
Mr. A. Bergeron  
Mr. Jos. L. Boulanger

##### *Nova Scotia*

Hon. A. S. MacMillan  
Col. J. L. Regan

##### *New Brunswick*

Hon. F. W. Pirie  
Hon. A. C. Taylor  
Mr. C. B. Croasdale

##### *New Brunswick—Conc.*

Mr. G. H. Prince  
Mr. J. K. King  
Mr. J. H. Conlon

##### *Manitoba*

Hon. W. J. Major  
Hon. W. R. Clubb  
Mr. John Allen

##### *British Columbia*

Hon. G. McG. Sloan  
Mr. Alan Maclean

##### *Prince Edward Island*

Hon. T. A. Campbell

##### *Saskatchewan*

Hon. W. J. Patterson  
Mr. S. Quigg  
Mr. T. Graham

##### *Alberta*

Hon. C. C. Ross  
Hon. W. A. Fallow  
Mr. R. J. Magor

##### *Secretaries*

Mr E. G. Carty  
Mr. F. T. Collins  
Mr. W. S. Boyd

There were also present Dr. R. H. Coats, Dominion Statistician; Mr. J. B. Harkin, Dominion Parks Branch; Mr. George Wrong, Dominion Bureau of Statistics; Mr. L. K. Crabb, Department of Railways and Canals.

## SUB-COMMITTEE ON UNIFORM MOTOR TRAFFIC REGULATION

*Chairman—Mr. J. P. Bickell*

## Members:

Hon. C. D. Howe, Canada;  
 Mr. J. P. Bickell, Ontario;  
 Mr. Jos. L. Boulanger, Quebec;  
 Hon. A. S. MacMillan, Nova Scotia;  
 Mr. C. B. Croasdale, New Brunswick;  
 Hon. W. J. Major, Manitoba;  
 Mr. John Allen, Manitoba;  
 Mr. A. W. Barbour, New Brunswick;  
 Hon. G. McG. Sloan, British Columbia.

NOTE: There were also present Messrs. E. G. Carty and L. K. Crabb of the Department of Railways and Canals, and Mr. George Wrong of the Dominion Bureau of Statistics.

## SUB-COMMITTEE ON TRANS-CANADA HIGHWAY

*Chairman—Hon. Peter Heenan •*

## Members:

Hon. T. A. Campbell, Prince Edward Island;  
 Hon. A. S. MacMillan, Nova Scotia;  
 Mr. E. B. Paul, Nova Scotia;  
 Mr. A. W. Barber, New Brunswick;  
 Mr. C. B. Croasdale, New Brunswick;  
 Hon. J. E. Perrault (or his nominee), Quebec;  
 Mr. J. L. Boulanger, Quebec;  
 Hon. Peter Heenan, Ontario;  
 Mr. R. A. Campbell, Ontario;  
 Hon. W. R. Clubb, Manitoba;  
 Hon. W. J. Patterson, Saskatchewan;  
 Mr. J. C. Thompson, Alberta;  
 Mr. G. Sivertz, British Columbia;  
 Mr. G. W. Rayner, Department of Labour (Canada).

## SUB-COMMITTEE ON TOURIST TRAFFIC AND NATIONAL PARKS

*Chairman—Mr. J. H. Conlon*

## Members:

Hon. Peter Heenan, Ontario;  
 Mr. A. Bergeron, Quebec;  
 Hon. J. H. McQuarrie, Nova Scotia;  
 Colonel J. L. Regan, Nova Scotia;  
 Mr. J. H. Conlon, New Brunswick;  
 Mr. J. H. Prince, New Brunswick;  
 Mr. R. M. Pearson, Manitoba;  
 Hon. T. A. Campbell, Prince Edward Island;  
 Hon. W. A. Fallow, Alberta.

There were present from the public service of Canada, Messrs. J. B. Harkin, D. Leo Dolan, and J. E. Spero.

## II. SUB-CONFERENCE ON MINING DEVELOPMENT AND TAXATION

## CONSTITUTION OF SUB-CONFERENCE

*Chairman—Hon. T. A. Crerar**Canada*

Hon. C. A. Dunning  
 Hon. J. L. Ilsley  
 Mr. W. C. Clark  
 Dr. Charles Camsell  
 Mr. C. F. Elliott  
 Mr. J. W. Locke  
 Mr. A. K. Eaton  
 Mr. R. K. Odell  
 Mr. L. O. Thomas  
 Mr. E. S. Martindale  
 Mr. W. O. Simpson

*Ontario*

Hon. Mitchell F. Hepburn  
 Hon. Paul Leduc  
 Mr. Chester S. Walters  
 Mr. H. J. Chater  
 Mr. T. F. Sutherland  
 Mr. A. G. Slaght

*Quebec*

Hon. L. A. Taschereau  
 Hon. J. E. Perrault  
 Mr. A. O. Dufresne

*Nova Scotia*

Hon. A. L. Macdonald

*New Brunswick*

Hon. C. T. Richard  
 Mr. G. H. Prince

*Manitoba*

Hon. John Bracken  
 Hon. E. A. McPherson

*British Columbia*

Hon. T. D. Fallow  
 Hon. John Hart  
 Hon. G. S. Pearson  
 Hon. G. McG. Sloan  
 Mr. J. V. Fisher

*Prince Edward Island**Saskatchewan*

Hon. W. J. Patterson

*Alberta*

Hon. C. C. Ross

*Secretaries*

Mr. W. H. Norrish  
 Mr. J. R. Kirkconnell



## III. SUB-CONFERENCE ON AGRICULTURE AND MARKETING

## CONSTITUTION OF SUB-CONFERENCE

*Chairman—Hon. J. G. Gardiner**Canada*

Hon. W. D. Euler  
 Dr. H. Barton  
 Mr. A. T. Charron  
 Mr. J. M. Swaine  
 Mr. E. S. Archibald  
 Mr. R. Newton  
 Mr. G. Major

*Ontario*

Hon. Duncan Marshall

*Quebec*

Hon. A. Godbout  
 Hon. H. Mercier  
 Mr. J. A. Grenier

*Nova Scotia**Prince Edward Island*

Hon. W. M. Lea

*Alberta*

Hon. W. A. Fallow  
 Hon. C. C. Ross

*Manitoba*

Hon. John Bracken

*British Columbia*

Hon. G. M. Weir

*New Brunswick*

Hon. A. C. Taylor  
 Hon. F. W. Pirie

*Saskatchewan**Secretaries*

Mr. H. L. Trueman  
 Mr. E. Rhoades

## IV. SUB-CONFERENCE ON CONSTITUTIONAL QUESTIONS

## CONSTITUTION OF SUB-CONFERENCE

*Chairman—Hon. Ernest Lapointe**Canada*

Hon. J. C. Elliott  
 Hon. Ian Mackenzie

*Ontario*

Hon. A. W. Roebuck  
 Mr. I. A. Humphries

*Quebec*

Hon. L. A. Taschereau  
 Mr. Charles Lanctôt  
 Hon. H. Mercier  
 Hon. J. E. Perrault  
 Hon. J. N. Francœur

*Nova Scotia*

Hon. J. H. MacQuarrie  
 Mr. F. F. Mathers

*New Brunswick*

Hon. J. D. McNair  
 Hon. A. P. Paterson  
 Hon. W. S. Anderson

*Manitoba*

Hon. W. J. Major  
 Mr. John Allen

*British Columbia*

Hon. G. McG. Sloan  
 Hon. G. M. Weir  
 Mr. Alan Maclean  
 Dr. W. A. Carrothers

*Prince Edward Island*

Hon. T. A. Campbell

*Alberta*

Hon. William Aberhart  
 Hon. J. W. Hugill  
 Mr. W. S. Gray

*Saskatchewan*

Hon. T. C. Davis  
 Mr. S. Quigg

*Secretaries*

Mr. P. M. Anderson  
 Mr. L. Mayrand

There were also present members of the Canadian Public Service, in an advisory capacity.

## V. SUB-CONFERENCE ON UNEMPLOYMENT AND RELIEF

## CONSTITUTION OF SUB-CONFERENCE:

*Chairman—Hon. N. McL. Rogers**Canada*

Hon. E. Lapointe  
 Hon. N. McL. Rogers  
 Hon. Charles Dunning  
 Hon. I. A. Mackenzie  
 Hon. C. G. Power  
 Mr. H. Baldwin  
 Mr. W. M. Dickson  
 Mr. G. H. Brown  
 Mr. Harry Hereford  
 Dr. R. H. Coats  
 Dr. W. C. Clark

*Ontario*

Hon. Mitchell F. Hepburn  
 Hon. David A. Croll  
 Hon. Peter Heenan  
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